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City of Tracy
General Plan

An Urban Management Plan

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July 19, 1993

City of Tracy
General Plan
An Urban Management Plan

Prepared By:

City of Tracy
and
The Planning Center (Firm)



July 19, 1993

**City of Tracy General Plan
An Urban Management Plan**

ACKNOWLEDGEMENTS

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 An Urban Management Plan

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Executive Summary

TRACY GENERAL PLAN

An Urban Management Plan

I. INTRODUCTION

A. Purpose

The Tracy Urban Management Plan General Plan is the principal policy document for the City of Tracy and is designed to assist the City in maintaining its sense of community, while enhancing the lives of its citizens. This General Plan document is part of Tracy's Urban Management strategy to guide and direct growth in the years ahead. Residents have demonstrated willingness to commit time and resources to achieve a better future for the community and have participated extensively in this process. Through the public input process, a vision of the future has been established.

A major challenge for any community is to create a blueprint of how the future vision can be achieved within a setting of real-world constraints. Equally challenging is how the plan, as a blueprint for the future, can be implemented in a dynamic setting of institutional change. The General Plan for a community should be viewed as a document that evolves over time. This can only be accomplished if enough flexibility is provided within the plan for midcourse corrections while maintaining a clear perspective of the original intent behind the community Vision. To be an effective plan, it must condense complex planning issues into

understandable statements. These challenges are addressed within the Tracy Urban Management Plan. Vision combined with action is necessary to achieve the desired outcome. The Tracy Urban Management Plan General Plan defines this vision, cites the goals and policies that will lead towards this vision, and lists actions that the City and its residents must undertake to realize this vision.

B. Purpose of the Plan

This General Plan policy document represents an agreement on fundamental values and vision that is shared by the citizens of Tracy. Its purpose is to give direction to the City of Tracy's decision makers and staff. It is also a means of conveying information to Tracy area residents on the goals of the City as interpreted by a broad array of participants responsible for the development of this plan.

Participants in the planning process to create this plan have attempted to respect and reflect upon the environment and character of the City, so that it may become an even better place in which to live, work and enjoy. This plan provides guidance for the next 20 years, but does so by providing a view that may be integrated into an even longer term Urban Management planning approach.

The Tracy Urban Management Plan/General Plan conforms to the requirements of state law in that it is a comprehensive, integrated, and internally consistent statement of policy for the City of Tracy and its planning area. Because the plan conforms to Government Code Section 65302, all mandated elements are included, as well as two optional elements.

The City of Tracy has conducted a major effort to develop and adopt this plan. The City intends to make an equal effort to implement its policy and inform the public as to its status.

C. Format of the General Plan

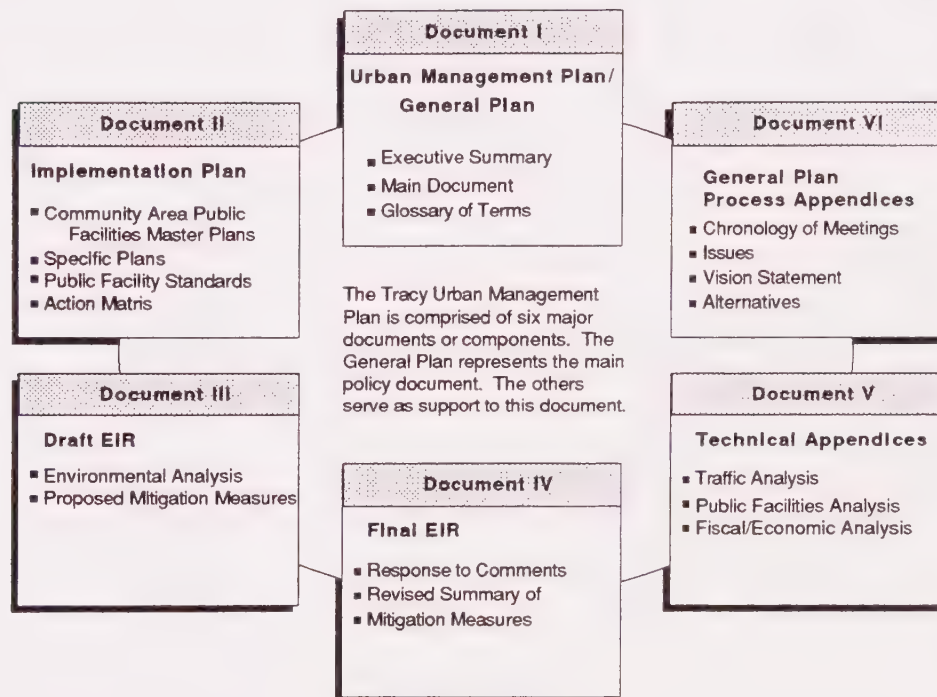
The Tracy Urban Management Plan General Plan Policy Document is the principal policy document guiding growth in the City. It is part of a comprehensive strategy. In addition to the General Plan, an Implementation Program and Final EIR will be adopted in support of the principal policy document. A Master Facilities Plan and other actions that implement the directives of this policy document are also underway.

Two background appendices accompany the plan. These appendices serve to provide procedural as well as technical background which helped in the formulation of public policy listed by the General Plan document. The Technical Appendices is an administrative tool to guide the development of standards for the implementation of the policies of the General Plan and may be amended from time to time as may be necessary to achieve development policies without the requirements of amending the General Plan. These support documents

include the Implementation Plan, Traffic and Infrastructure Studies and other technical reports. Refer to the graphic representation of the linkages between all components of the Tracy Urban Management Plan and a summary of their contents.

This General Plan document is comprised of text which details city policy direction as well as maps. The Land Use Plan (Exhibit ES-2), is a graphic summary of the Urban Management Plan.

EXHIBIT ES-1: RELATIONSHIP BETWEEN DOCUMENTS



D. Definition of Goals, Policies, Actions

The Goals, Policies and Actions are the policy core of the plan. By following these directives, Tracy will shape the physical, social and economic character of the community for years to come.

The definition of what a goal, policy or action is and how they are phrased in this document is characterized as follows:

GOAL: A GENERAL, ULTIMATE END, TOWARD WHICH THE CITY OF TRACY WILL AIM.

Policy: A general direction the City of Tracy will follow to meet its goals. A policy is not mandatory, but directive in nature.

Action: An activity carried out in support of the related policies and goals.

Where deemed necessary, "intent" statements have been included underneath goal statements for further clarification and direction beyond the simple phrasing of the goal. In some cases the intent discussion provides relevant background information. The Goals, Policies and Actions contained within this policy document are organized into nine chapters by major topic area or "element" as defined or allowed by state law.

ELEMENT/CHAPTER	BASIS FOR PREPARATION
■ Land Use Element	State Mandated
■ Circulation Element	State Mandated
■ Public Facilities Element	Optional
■ Housing Element	State Mandated
■ Air Quality Element	Optional
■ Noise Element	State Mandated
■ Safety Element	State Mandated
■ Conservation Element	State Mandated
■ Open Space Element	State Mandated

Seven elements are required by state law to be part of a general plan document, and are identified above as "mandated." Two elements are not mandated, but are desirable by Tracy to complete city policy direction. A brief summary of the issues addressed by each of the elements and a listing of the goal statements is as follows:

1. Land Use Element

The Land Use Element lays out the land use plan for the community including the extent and type of land uses that will be blended to form its physical makeup. The Land Use Element provides for focusing growth around the periphery of the existing City of Tracy and around six new Urban Centers. Each of the six new Urban Centers have been positioned in the middle of a larger Community Area which provides residential and mixed use to support the Urban Center. The Community Areas are to be distinctive in character, retain the sense of a small town, and ensure that minimal impact occurs to the existing fabric of Tracy located concentrically around the existing downtown.

GOALS

- LU 1: A BALANCE BETWEEN RESIDENTIAL POPULATION, JOBS AND ABILITY TO PROVIDE SERVICES.
- LU 2: A CITY OF DISTINCT DEVELOPMENT AREAS, EACH CONSISTENT WITH AN OVERALL CITY CHARACTER BUT WITH ITS OWN IMAGE AND SENSE OF PLACE.
- LU 3: ACHIEVE INTERACTIVE NEIGHBORHOODS.
- LU 4: DEVELOPMENT OF REGIONAL PLANS AND PROGRAMS.
- LU 5: ACHIEVE A REVITALIZED DOWNTOWN.
- LU 6: A LAND USE MIX THAT PROVIDES EMPLOYMENT OPPORTUNITIES FOR ALL WHO LIVE IN TRACY AND WISH TO WORK HERE.
- LU 7: LAND USE PATTERNS THAT MINIMIZE CONFLICTS BETWEEN NEIGHBORING USES AND TRANSPORTATION CORRIDORS.
- LU 8: CONTINUE AGRICULTURE AND RESOURCE EXTRACTION FOR AS LONG AS THEY CAN BE CONDUCTED IN AN ECONOMICALLY VIABLE FASHION.
- LU 9: MAINTAIN ECONOMIC VIABILITY AS A COMMUNITY.

2. Circulation Element

The Circulation Element is intended to guide an integration of road infrastructure and alternative transportation in and around Tracy. The aim is to ensure that traffic conditions remain at their present, uncongested level while accommodating projected growth within the Tracy vicinity. The Circulation Element intends to diversify transportation options. Impacts on the existing Tracy community have been minimized, through the use of traffic modeling. This will result in the maintenance of the existing level of service (LOS) at C, except as otherwise provided in the policies of the Urban Management Plan, (e.g., LOS D may be accepted for arterial peaks within ¼ mile of a freeway interchange).

GOALS

- CI 1: SAFE, WELL MAINTAINED AND INTEGRATED TRANSPORTATION SYSTEMS.
- CI 2: A STREET AND HIGHWAY SYSTEM WHICH ACCOMMODATES EXISTING TRAFFIC AND FUTURE GROWTH WHILE MAINTAINING ACCEPTABLE LEVEL OF SERVICE STANDARDS.
- CI 3: MINIMIZE USE OF CITY STREETS BY THROUGH COMMUTER TRAFFIC AND TRUCKS.
- CI 4: CONSERVE AND ENHANCE SAFETY, EFFICIENCY AND APPEARANCE OF TRACY'S MAJOR TRAFFIC WAYS.
- CI 5: ENHANCED OPPORTUNITIES FOR SAFE AND CONVENIENT BICYCLE AND PEDESTRIAN TRAVEL IN AND AROUND THE CITY AS ALTERNATIVE MODES OF TRANSPORTATION.

3. Public Facilities and Services Element

This element addresses the public facilities such as parks, schools, water, waste water, or storm drainage facilities needed to accommodate the projected growth and development. The element directs an on-going process of facilities improvements and expansion to meet projected needs. It identifies the link between land use, finance and infrastructure. Of particular concern to the City is the source of water to meet projected needs, given anticipated growth. The City of Tracy has elected to include this discussion and policy direction as an optional element because it considers public facilities and services to be an integral component of managed growth.

GOALS

- PF 1: EFFICIENT MANAGEMENT OF PUBLIC RESOURCES AND FACILITIES TO ENSURE THAT A HIGH LEVEL OF SERVICE IS MAINTAINED THROUGHOUT THE COMMUNITY.
- PF 2: INTEGRATED AND INNOVATIVE SOLUTIONS FOR WASTEWATER TREATMENT AND DISPOSAL THAT PROVIDE FOR ENHANCEMENT OF THE NATURAL ENVIRONMENT.
- PF 3: CULTURAL AND PUBLIC COMMUNITY SERVICES THAT IMPROVE AND MAINTAIN THE QUALITY OF LIFE FOR THE RESIDENTS OF THE TRACY PLANNING AREA.

- PF 4: ADEQUATE SCHOOL FACILITIES FOR ALL STUDENTS IN THE CITY OF TRACY GENERAL PLANNING AREA AND ITS SPHERE OF INFLUENCE.
- PF 5: ESTABLISH EDUCATION AND INFORMATION PROGRAMS FOR THE RESIDENTS OF THE CITY OF TRACY.
- PF 6: PARKS AND RECREATION FACILITIES AND SERVICES THAT IMPROVE AND MAINTAIN THE QUALITY OF LIFE FOR RESIDENTS IN THE CITY OF TRACY.
- PF 7: ADEQUATE FUNDING FOR PARK LAND ACQUISITION, IMPROVEMENTS AND PROGRAMS.
- PF 8: ADEQUATE AIR AND GROUND BASED TRANSPORTATION FACILITIES TO SATISFY LOCAL AND REGIONAL NEEDS.

4. Housing Element

This element is to demonstrate how Tracy can meet the housing needs of existing and future residents. The housing element promotes balanced residential development with a range of housing options. The policies in the housing element are part of the General Plan approach to reconcile urban growth pressure with the aim of maintaining a small town atmosphere. The element identifies and analyzes housing needs and constraints in meeting needs. The policies and actions are set forth to ameliorate the constraints and to promote housing opportunities.

GOALS

- HO 1: A DIVERSITY OF HOUSING OPPORTUNITIES THAT SATISFY THE PHYSICAL, SOCIAL AND ECONOMIC NEEDS OF TRACY RESIDENTS.
- HO 2: BALANCE GROWTH BETWEEN HOUSING PRODUCTION, EMPLOYMENT AND PROVISION OF SERVICES.
- HO 3: HOUSING AFFORDABLE TO ALL ECONOMIC SEGMENTS OF THE COMMUNITY.
- HO 4: EQUAL HOUSING OPPORTUNITY FOR ALL RESIDENTS OF TRACY.
- HO 5: COORDINATION AMONG AGENCIES THAT ADDRESS HOUSING ISSUES.

5. Air Quality Element

The Air Quality Element addresses air quality within the context of land use and transportation planning. Through local land use decisions, efficient urban forms can evolve, which assist in minimizing impacts on air quality. The Air Quality element is not required under state law, however, Tracy recognizing the crucial nature of this issue, has elected to incorporate it in the plan as an "optional" element.

GOALS

- AQ 1: PRESERVATION AND IMPROVEMENT OF AIR QUALITY THROUGH LAND USE PLANNING IN THE TRACY PLANNING AREA.
- AQ 2: DEVELOPMENT THAT MINIMIZES AIR POLLUTANT EMISSIONS AND THEIR IMPACT ON SENSITIVE RECEPTORS, AS A RESULT OF INDIRECT AND STATIONARY SOURCES.
- AQ 3: A DIVERSE AND EFFICIENT TRANSPORTATION SYSTEM THAT MINIMIZES AIR POLLUTANT EMISSIONS.
- AQ 4: THE EFFECTIVE COORDINATION OF AIR QUALITY IMPROVEMENT EFFORTS IN THE SAN JOAQUIN VALLEY AIR BASIN.

6. Noise Element

The Noise Element is to demonstrate means for protecting citizens from harmful effects of excessive exposure to noise. This can be accomplished through achieving compatibility between land uses and use of effective buffers. The Noise Element recognizes the need for remedial measures for existing noise problems, and preventative actions to protect future development.

GOALS

- NO 1: PROVIDE APPROPRIATE EXTERIOR AND INTERIOR NOISE LEVELS FOR LAND USES TO PROTECT CITIZENS FROM EXCESSIVE NOISE.
- NO 2: FACILITATE PROPER LAND USE PLANNING BY SEPARATING SIGNIFICANT NOISE GENERATORS FROM SENSITIVE RECEPTOR AREAS.
- NO 3: PROMOTE THE CONTROL OF NOISE BETWEEN LAND USES.

- NO 4: CONTROL NOISE FROM SIGNIFICANT NOISE GENERATORS IN THE COMMUNITY.
- NO 5: CONSIDERATION OF NOISE ISSUES IN THE PLANNING PROCESS.

7. Safety Element

The Safety Element focuses on issues that must be considered in the physical development of the Tracy area as they relate to flooding, fire, geologic and seismic hazards. Through investigation of hazard risks and careful land use planning to reduce or restrict development in high risk areas, the potential for disaster can be reduced.

GOALS

- SA 1: A REDUCTION OF IMPACTS FROM NATURAL HAZARDS THAT CAN POTENTIALLY AFFECT THE TRACY PLANNING AREA.
- SA 2: PROTECTION OF THE PUBLIC AND ENVIRONMENT FROM EXPOSURE TO HAZARDOUS MATERIALS AND HAZARDOUS WASTE.
- SA 3: A COMMUNITY SAFE AND SECURE FROM PERSONAL INJURY AND LOSS OF PROPERTY.
- SA 4: ELIMINATION OF PUBLIC HAZARDS DUE TO UNREINFORCED MASONRY STRUCTURES.

8. Conservation Element

The Conservation Element establishes policies that relate to the conservation of natural and man made resources. The conservation of resources can include water, energy, minerals, agricultural land, and archaeological and historical sites. Frequently, the conservation of resources is a subject which has regional and state wide implications.

GOALS

- CO 1: ATTAINMENT AND MAINTENANCE OF AMBIENT SURFACE AND GROUNDWATER QUALITY STANDARDS.

- CO 2: EFFICIENT USE OF WATER RESOURCES THROUGHOUT THE COMMUNITY.
- CO 3: EFFICIENT USE OF ENERGY RESOURCES THROUGHOUT THE TRACY COMMUNITY.
- CO 4: PROTECTION OF ECONOMICALLY VIABLE MINERAL AND GRAVEL RESOURCES AND RELATED INDUSTRIES WITHIN THE TRACY URBAN MANAGEMENT PLAN WHILE MINIMIZING THE ENVIRONMENTAL IMPACTS OF THE OPERATIONS.
- CO 5: PRESERVATION OF AGRICULTURAL LANDS AND PROTECTION OF ECONOMIC VIABILITY OF AGRICULTURAL OPERATIONS.
- CO 6: PRESERVATION OF HISTORIC AND PREHISTORIC CULTURAL RESOURCES WITHIN THE TRACY URBAN MANAGEMENT PLANNING AREA.

9. Open Space Element

The Open Space Element establishes policies for the utilization and preservation of open space resources. These resources can take the form of sensitive environmental resources, natural open space areas, landscaped open space corridors, parks, multi-use parkways, reclaimed aggregate sites, and agricultural lands.

GOALS

- OS 1: TO CONSERVE NATURAL RESOURCES THROUGH THE PROTECTION AND ENHANCEMENT OF PERMANENTLY PRESERVED OPEN SPACE.
- OS 2: ESTABLISH A SUBREGIONAL OPEN SPACE AND PARKWAY SYSTEM THAT SERVES BOTH RECREATIONAL AND TRANSPORTATION NEEDS.
- OS 3: OPEN SPACE LANDS FOR THE FUTURE EXPANSION OF CITY FACILITIES AND AMENITIES.

E. Key Features of the General Plan

The Land Use Plan shown by Exhibit ES-2 summarizes in graphic form the key features of the Tracy Urban Management Plan General Plan and the existing and proposed arrangement of land use.

1. Economic Strategy

The Urban Management Plan seeks to direct growth in an efficient cost effective manner, balancing land uses and appropriates use of the land with well planned and utilized infrastructure. The key strategies in approaching the long-range planning for the Tracy area are briefly summarized as follows:

- to provide an adequate supply of affordable housing opportunities.
- to encourage the development of employment opportunities and capitalize on freeway interchanges with industrial, retail and service related development.
- to provide for a jobs/housing balance.
- to provide a land use plan that is flexible enough to respond to changes in the market.
- to encourage open competition in the marketplace.
- to establish a linkage between land use and the financing and cost-effective development of public facilities and infrastructure.

The land use development strategy is linked with the attainment of the Economic Strategy, by providing for both concentric growth around the existing city and the development of six new Community Areas each with its own Urban Center. In terms of land cost, concentric development tends to push land costs up by reducing the number of competing parcels and may increase the cost of housing and development if inadequate competing sites occur. Hence the need for new Community Areas. An important component of the economic strategy behind this plan is to provide for a more than adequate amount of commercial and industrial land to keep land costs down in order to attract businesses to locate in Tracy.

By pursuing this "balanced growth" strategy and developing both geographic areas concurrently, capture of the commercial and industrial market for both job and revenue development will be maximized.

2. Land Use Development Strategy

The Land Use Plan and the General Plan Policy Document are configured to control and direct growth along two paths. The first is the expansion of the existing urbanized area at its periphery, expanding and connecting to services in a concentric fashion. The second is to allow the development of new Community Areas each with its own Urban Center or "village" as a focal point. These Community Areas would be developed in a manner consistent with the small-town character of Tracy but would provide for higher intensity uses such as multi-family housing and mixed-use commercial development.

Concentric Development

Concentric development of the City consists of orderly expansion of development which is adjacent to existing development. This would occur with a concurrent incremental expansion of infrastructure.

The concentric area of development is anticipated to occur in the first 1-5 years, providing an expansion from the existing city limits. This approach has the advantage of allowing an incremental expansion of the existing community while maximizing the efficient use of existing infrastructure. In terms of future services delivery, concentric development allows a more efficient delivery from a central location in the initial years, with an erosion of efficiency as that expansion spreads further outward and services must travel greater distances to meet needs. (e.g., police and fire response times).

Community Areas and Urban Centers

The Community Area represents a defined geographic area where comprehensive planning can effectively integrate multiple land uses, physical design, and vehicle and pedestrian movement, with a nucleus focused around an Urban Center to maintain and foster a small town atmosphere. While each of the Urban Centers has a distinct focus they would provide in most cases an "urban core" of higher intensity uses such as; high density residential, mixed use commercial, office, retail and civic uses that service the particular Community Area where it is located. These Community Areas, due to their physical separation from the existing community, require a comprehensive infrastructure plan, including water facilities, sewer treatment, conveyance and disposal facilities, storm drainage facilities, arterial street linkage, park and recreation facilities and other public facilities as required to meet City standards. The scale of development required to plan, finance and implement these facilities, consistent with the Plan policies, can only be achieved on a comprehensive basis and on a broad scale of development envisioned for each Community Area and the Urban Center within. The magnitude of the infrastructure and its inherent cost requires this comprehensive approach to achieve the economy of scale to maintain the housing, commercial development and industrial properties in a competitive market position. The Urban Centers are to be distinctive in character, retain the sense of a small town and ensure that minimal impact occurs to the existing community.

The tool envisioned to facilitate the planning process for Community Areas and Urban Centers is the Specific Plan. Specific Plans will provide a process that allows a second tier of analysis based on detailed land use plans and design, infrastructure plans, financing plans and implementation measures. The Specific Plan process is encouraged over tract-by-tract development. Within the City Core Contiguous Area, which encompasses the existing City of Tracy, Specific Plans will not be required. Traditional and Planned Unit Development (PUD) processing will be utilized.

Each of these Community Areas have been located based on existing geographical barriers such as canals or freeways, political barriers such as property ownership and existing entitlements, and market and economic objectives. In locating the Urban Centers, project submittals or known projects, coupled with the strategy to maximize the utilization of the existing and future transportation network and freeways as well as the existing constraints, formed the basis identifying approximately where the Urban Center should be located.

The seven Community Areas that have been established by this plan are as follows:

- City Core Contiguous
- Banta
- Lammers
- Patterson
- North Schulte
- South Schulte
- Tracy Hills

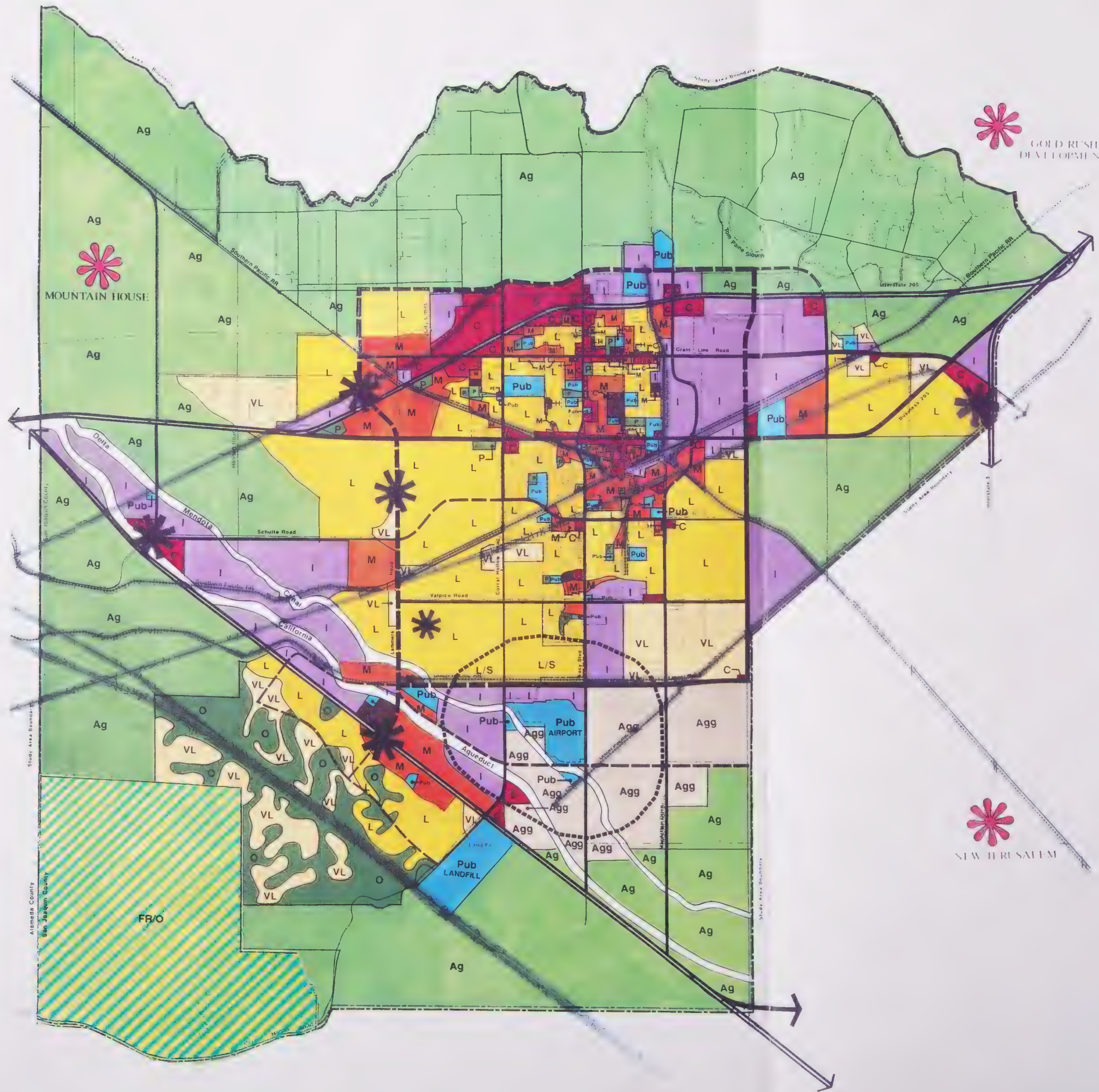
Each of these Community Areas is discussed in more detail in Section V of the Land Use Element.

**TABLE ES-1
LAND USE SUMMARY OF THE CITY OF TRACY
PLANNING AREA**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Acres	DUs	Population
VL	Very Low Density	3,053	2,656	4.2	5,312	18,592
L	Low Density	9,916	8,627	13.6	30,193	90,573
M	Medium Density	2,394	2,083	3.3	16,664	41,660
H	High Density	398	346	.5	5,760	11,520
C	Commercial	1,989		2.7		
I	Industrial	6,770		9.3		
PUB	Public Facilities	1,888		2.6		
P	Parks	328		.5		
O	Open Space	2,306		3.2		
FR/O	Federal Reserve/ Open Space	7,000		9.6		
Agg	Aggregate	2,858		3.9		
Ag	Agriculture	33,670		46.3		
TOTAL		72,570	13,712	99.7%	57,929	162,345

NOTES: Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

CITY OF TRACY LAND USE PLAN



- VL Residential Very Low
- L Residential Low
- M Residential Medium
- H Residential High
- Agg Aggregate
- Ag Agriculture
- ★ Urban Centers/Mixed Use
- S Special Study Area
- C Commercial
- I Industrial
- Pub Public Facilities
- P Parks
- O Open Space
- FR/O Federal Reserve/Open Space

0 2000 4000 6000



Chapter One

LAND USE ELEMENT

I. INTRODUCTION***A. Purpose***

The Land Use Element establishes land use, growth management and community design goals, policies, and actions, in order to give direction to development in Tracy. The Land Use Element provides the central policy context on which to base all land use decision-making in Tracy. It is through the realization of the goals and implementation of corresponding actions that the future land use pattern of Tracy will continue to be shaped.

The underlying intent of the Land Use Element is to support the Vision of the community, as developed through a citizen participation program early in the General Plan process, which can be found within the General Plan Process Appendices.

B. Consistency with State Planning Law

Government Code Section 65302(a) requires that a General Plan include a Land Use Element which designates the general distribution and general location and extent of various types of land uses. The Land Use Element includes the Land Use Diagram (Exhibit ES-2) and land use standards which meet the state code requirements noted above. The Land Use Element also provides general guidance in specific ways relating to land use, growth management and community design.

II. GOALS, POLICIES AND ACTIONS

GOAL LU 1: A BALANCE BETWEEN RESIDENTIAL POPULATION, JOBS AND ABILITY TO PROVIDE SERVICES.

Intent: The community of Tracy desires to maintain its viability as a balanced community that provides housing, employment, agricultural, mining, industrial and recreational opportunities. This can be achieved by targeting areas for uses and limiting the activity in other areas. Adequate entitlements should be provided for development during the life of this Plan. An adequate supply of land designated for residential, industry and commerce is proposed to assure that land prices remain affordable to encourage businesses to locate to the City of Tracy.

Policy

LU 1.1: Provide a balanced distribution of land uses between residential, employment-generating, and public facilities.

Actions

LU 1.1.1: *Industry will be generally targeted to the northeast, south and southwest of Tracy.*

LU 1.1.2: *Amend the zoning map for consistency with the General Plan.*

LU 1.1.3: *Residential land uses will be located in close proximity to jobs and services.*

LU 1.1.4: *Public facilities will be installed concurrent with development.*

Policy

LU 1.2: Maintain competition and affordability for all land use types.

Action

LU 1.2.1: *Approve entitlements to provide for a minimum 10-year surplus supply of developable land.*

GOAL **A CITY OF DISTINCT DEVELOPMENT AREAS, EACH CONSISTENT**
LU 2: **WITH AN OVERALL CITY CHARACTER BUT WITH ITS OWN**
 IMAGE AND SENSE OF PLACE.

Intent: The City of Tracy is subscribing to a system of concentric growth around the existing urban center of downtown Tracy and surrounding developed areas, and new satellite Community Areas each with its own urban center as a strategy by which to focus its growth. The Urban Centers are predominantly to the west and south of central Tracy - away from prime farmland. Each of the Urban Centers is located within its own Community Area. This concept has three notable advantages: (1) Agriculture can be better preserved; (2) Tracy's image of itself as a small community with small town values can be maintained; and (3) the impacts associated with growth on existing transportation and infrastructure levels of service currently present in the existing community can be minimized. Arterials will provide links between major activity centers, and all activities within Urban Centers can be linked via bicycle and pedestrian corridors developed in conjunction with transportation/utility corridors identified in separate master plans.

The ultimate objective is a series of Community Areas designed as villages that are interconnected via multi-purpose corridors. Each Community Area should have an identity which revolves around an "village center" that provides community character, image and a sense of place. The existing downtown area of Tracy should also be considered an Urban Center located in its Community Area. Each Community Area and the different neighborhoods within should also be planned and developed with a combination of land use types - including a variety of housing products, commercial services and public facilities such as schools and parks. Urban Centers offer an opportunity for integration with the City of Tracy creating a series of "small" towns woven into one.

Policy

LU 2.1: Concentrate growth around Urban Centers and reduce reliance on auto oriented transportation by providing supportive land use patterns and non-vehicular transportation modes.

Actions

- LU 2.1.1: Cluster commercial uses and job opportunities at Urban Centers.*
- LU 2.1.2: Allow mixed land uses both vertically and horizontally.*
- LU 2.1.3: Adopt guidelines to provide for clustering and land use integration.*
- LU 2.1.4: Establish a primary focus or theme within each urban center utilizing a mix of land uses.*

Policy

LU 2.2: Create neighborhoods with land use and circulation patterns that are supportive of community lifestyle and pedestrian-friendly "small town" character.

Actions

- LU 2.2.1: Provide optimal street width in conjunction with neighborhood design criteria that meet City standards.*
- LU 2.2.2: Allow for use of recreational parkways for utility placement to reduce need for wider rights-of-way.*
- LU 2.2.3: Neighborhoods and individual developments will be reviewed for people and pedestrian friendly design.*
- LU 2.2.4: Establish the theme or design around which each urban center will develop. Prepare and adopt Design Guidelines as part of Specific Plan process for each Urban Center.*

Policy

- LU 2.4: Provide flexibility in land use planning (including regulation of land use intensity, distribution, balance) to be responsive to market.**

Actions

- LU 2.4.1: Require Specific Plans to be developed, for each new Community Area outside of the city core contiguous Community Area, and adopted prior to development of any portion of the Community Area.*
- LU 2.4.2: Specific Plans shall be regulatory and shall specifically establish uses allowed as well as the configuration of uses.*

Policy

- LU 2.5: Secure control in the development of lands within Tracy's Planning Area.**

Actions

- LU 2.5.1: Pursue a Joint Powers Agreement with San Joaquin County for growth, revenue sharing, and the balance of land uses in areas currently under County control.*
- LU 2.5.2: Pursue annexation and urban growth in a manner which implements the Urban Management Plan.*

GOAL ACHIEVE INTERACTIVE NEIGHBORHOODS.**LU 3:**

Intent: To require development to provide opportunity for community and neighborhood interaction. This can be accomplished through site and circulation design. Integration of neighborhoods extends to development's relationship with the natural environment, as well. Development should be designed to respect and incorporate natural features.

Policy

- LU 3.1: Encourage pedestrian orientation in development plans.**

Actions

- LU 3.1.1: Require developments to connect with communitywide trail systems.*
- LU 3.1.2: Connect public facilities (parks, schools, community centers, etc.) with one another to encourage neighborhood interaction.*

Policy

- LU 3.2: Require developments to buffer less desirable effects/impacts on neighboring uses.**

Action

- LU 3.2.1: Revise existing design guidelines and standards to provide buffers between industrial, commercial and residential development when appropriate.*

Policy

- LU 3.3: Encourage mixed uses and higher density development.**

Actions

- LU 3.3.1: Provide incentives to developers that encourage mixed uses. (e.g. consideration of shared parking, fee assistance, expedited processing or other measures).*
- LU 3.3.2: Work with developers to incorporate mixed uses and higher densities when and where possible.*
- LU 3.3.3: Provide additional incentives for vertical development that preserves land while intensifying the land that is developed.*

Policy

- LU 3.4: Provide opportunities for neighborhood interaction.**

Action

- LU 3.4.1: Require developments to incorporate neighborhood parks and other gathering spaces into development and construction plans whenever possible.*

Policy

- LU 3.5: Further Tracy's self image by incorporating safe and sensitive treatment of hillsides.**

Action

- LU 3.5.1: Establish a hillside development ordinance, that defines standards for mass grading, ridgelines protection, erosion control, viewshed analysis and other considerations.*

GOAL DEVELOPMENT OF REGIONAL PLANS AND PROGRAMS.**LU 4:**

Intent: Both the City of Tracy and the County of San Joaquin have interest in the manner and timing of development within Tracy's Urban Management Planning Area. The City intends to take responsibility for its future by maintaining a strong, leadership position in regional planning. The City's leadership role is one that must ensure equity in meeting the needs of both the City and San Joaquin County.

Policy

LU 4.1: The City of Tracy shall take a leadership role in the land use planning for the greater Tracy area.

Actions

LU 4.1.1: *Negotiate with the County regarding the timing and configuration of development in the Tracy Planning Area.*

LU 4.1.2: *Through a Joint Powers Agreement (JPA), the City and County should:*

- 1. Mutually create and adopt development standards.*
- 2. Mutually designate the City as lead agency for purposes of processing, reviewing, approving all urban development within the Planning Area.*

Policy

LU 4.2: Ensure development is well-planned and well-developed.

Action

LU 4.2.1: *Pursue with the County an agreement that specifies standards, types of land uses that will be allowed, and orientation of development (e.g., to rail corridors, Urban Centers) in the Tracy Planning Area.*

Policy

LU 4.3: Minimize impacts to City and County's budgets and fiscal abilities to provide services.

Action

LU 4.3.1: *The City and County should cooperate in a joint nexus economic/fiscal study to determine impact fees and to monitor service levels.*

Policy

LU 4.4: Continue to work with citizens, agencies and land developers within the Planning Area to retain a common approach concerning development plans and urban center plans.

Action

LU 4.4.1: *Provide periodic workshops, sponsored by the City, to address how best to implement the Urban Management Plan, and adjust it for changes over time.*

Policy

LU 4.5: Plan for the conservation and development of areas in and around Tracy.

Action

LU 4.5.1: *Through a specific plan process, identify priority locations for uses consistent with urban development, as well as locations best suited for public open space, wildlife habitat, active recreation, flood plain, agriculture, and slope zoning.*

GOAL **ACHIEVE A REVITALIZED DOWNTOWN.**

LU 5:

Intent: Downtown is recognized as an area with unique character and needs. It will serve as the Urban Center for the City Core Contiguous Community Area and an Urban theme should be developed which relates to the existing context. The community wishes to retain commercial activity in the downtown area, but is cognizant that such activity needs to be refocused from the traditional retail sales uses. Potential uses include a government center, small local-serving business offices, support commercial including restaurants, and specialty stores and potentially a multi-modal center which serves as a transit hub for the Tracy region.

Policy

LU 5.1: Create a downtown environment in which businesses can prosper.

Actions

LU 5.1.1: *Encourage new residential development, or redevelopment of existing residential in or around the existing areas near downtown.*

LU 5.1.2: *Develop a strategy or "Business Plan" for developing and retaining businesses downtown.*

LU 5.1.3: *Work with the local merchants downtown to assess and prioritize needs for downtown and opportunities to fulfill those needs.*

Policy

LU 5.2: Establish downtown as the cultural and governmental focus for the Tracy region.

Actions

LU 5.2.1: *Work with community groups and government to develop a strategy for developing downtown as a cultural center.*

LU 5.2.2: *Wherever feasible consolidate civic offices downtown.*

LU 5.2.3: *Offer government participation within the downtown Merchants Association so that land use issues can be discussed to mutually benefit downtown, as well as cultural facilities and functions.*

Policy

LU 5.3: Encourage government and quasi-public uses to locate downtown.

Action

LU 5.3.1: *Utilize Redevelopment Agency revenues to encourage desired uses to retain downtown locations.*

GOAL A LAND USE MIX THAT PROVIDES EMPLOYMENT
LU 6: OPPORTUNITIES FOR ALL WHO LIVE IN TRACY AND WISH TO
WORK HERE.

Intent: Tracy is home to a large number of commuters who travel west for employment. The City recognizes this pattern exists due to the relative affordability of Tracy's housing stock and its appeal as a community with a "small town" climate. The City realizes that more employment opportunities should be provided within the City of Tracy. This involves the retention of existing businesses as well as providing ample land area for the attraction of new employment-generating business. Advantages to this employment base is a reduction of commuter traffic impacts and assurance that the City captures revenues to provide a high level of service.

Policy

LU 6.1: Retain existing industry when it is consistent with overall intent of the plan.

Actions

LU 6.1.1: *Retain industrial General Plan designations in the northeast, and southwest areas of Tracy and near the Tracy Airport.*

LU 6.1.2: *Designate area around existing and planned industry for compatible land uses.*

LU 6.1.3: *Design buffers to reduce incompatibilities that may result from the juxtaposition of different types of land uses.*

LU 6.1.4: *Work with the Economic Development Committee and local business groups to identify strategies to retain and enhance existing businesses.*

Policy

LU 6.2: Encourage a diversity of industries.

Action

LU 6.2.1: Work with the Economic Development Committee to designate areas for land uses that attract industries that take advantage of local resources and location - e.g., agriculture, packaging, manufacturing, aggregate-related industry. and the proximity to the Bay Area and Central Valley.

Policy

LU 6.3: Maintain Tracy's competitiveness in attracting industries looking to relocate to the Central Valley.

Actions

- LU 6.3.1: Designate adequate land area for siting 10 years worth of employment generating land uses to ensure land costs are not artificially inflated and consistent with economic forecasts.*
- LU 6.3.2: Adopt design guidelines and standards for industrial, commercial and residential development.*
- LU 6.3.3: Maintain a framework for planning, phasing and financing construction of necessary infrastructure improvements and expansions to support anticipated industrial growth.*
- LU 6.3.4: Concentrate industry on the north side of Tracy along MacArthur Boulevard, south of Tracy near the airport and in the unincorporated area near the I-580/Patterson Pass Road interchange.*

GOAL LAND USE PATTERNS THAT MINIMIZE CONFLICTS BETWEEN
LU 7: NEIGHBORING USES AND TRANSPORTATION CORRIDORS.

Intent: The City of Tracy desires to protect uses and transportation corridors from conflict due to incompatibility. The "bow tie" in downtown is an example of an area that can be developed to take advantage of rail access, for both commerce and transit. Another example is that of the freeways in Tracy. Some uses rely on freeway access and visibility, while others can suffer from the excessive traffic and noise that can be generated from such transportation corridors. The airport is an example of a use that was established prior to the development of neighboring homes; through careful land use planning and site development, conflict between the airport and surrounding land uses can be minimized. The low density residential (L/S) area designated northwest of the Airport has the /S designation because it is a Special Study area, and special requirements will be made of development to assure compatibility of land use with the Airport and consistency with the Airport Land Use Plan.

Policy

LU 7.1: Support location and mix of land use types and intensities that minimize conflicts with other uses and transportation corridors.

Actions

- LU 7.1.1: Transportation-related environmental impacts shall be evaluated as part of development and environmental review process.*
- LU 7.1.2: Cooperate with San Joaquin County in planning and approving land uses throughout the Tracy Urban Management Planning Area, including near the airport.*
- LU 7.1.3: Revise the Airport Master Plan and establish clear and approach zones for the airport.*

LU 7.1.4: Assure that all new land uses are consistent with the San Joaquin Council of Governments Airport Land Use Plan.

Policy

LU 7.2: Environmental impacts generated by land development proposed within the Tracy area will be fully assessed, and wherever feasible mitigated.

Action

LU 7.2.1: Utilize CEQA to evaluate proposed developments' impacts on existing and projected development.

Policy

LU 7.3: Locate compatible development near and along freeway corridors, and provide adequate environmental protection to less compatible uses.

Action

LU 7.3.1: Through proper site design and construction standards, minimize freeway related impacts on residential and commercial uses within 1/4 mile of a freeway corridor.

Policy

LU 7.4: Implement Freeway uses which are compatible with the noise, air quality, traffic impacts associated with freeways.

Action

LU 7.4.1: Site design should be evaluated for freeway oriented uses that attenuate noise and traffic impacts.

Policy

LU 7.5: Situate high traffic generation land uses to minimize trips on local streets.

Action

LU 7.5.1: Locate employment-generating and regional commercial uses along major transportation corridors.

Policy

LU 7.6: Railroad corridors should be designed to protect the railroads' ability to operate and increase service capabilities.

Actions

LU 7.6.1: Focus transit and industrial rail oriented uses along rail corridors and near rail stops consistent with the land use map.

LU 7.6.2: Employ proper site design and construction standards to minimize rail related impacts on residential and commercial uses within 1/4 mile of a rail corridor.

Policy

LU 7.7: Establish land uses along freight rail lines that are consistent and compatible with rail service and exposure.

Action

LU 7.7.1: *Through proper site design and construction standards minimize rail impacts on residential and commercial uses located adjacent to freight rail lines.*

GOAL

LU 8: CONTINUE AGRICULTURE AND RESOURCE EXTRACTION FOR AS LONG AS THEY CAN BE CONDUCTED IN AN ECONOMICALLY VIABLE FASHION.

Intent: Agriculture and resource extraction are two traditional uses of the Tracy area. Agriculture is likely to continue commercially as long as the areas are retained in acreages sufficient in size to be efficiently farmed and competitive. The Land Use Plan designates sufficient area for aggregate. Both uses should be allowed and encouraged to continue in conformance with the Tracy General Plan.

Policy

LU 8.1: Protect future productivity of mineral resource lands, including significant mineral deposits classified or designated by Division of Mines and Geology.

Actions

LU 8.1.1: *Allocate lands for mineral production within the Tracy Planning Area.*

LU 8.1.2: *Adopt reclamation standards consistent with Urban Management Plan Policies.*

Policy

LU 8.2: Reclaim mined lands.

Actions

LU 8.2.1: *Develop reclamation plans in conjunction with resource extraction permits.*

LU 8.2.2: *Require mined property to be left in a condition suitable for reuse in conformance with the General Plan.*

Policy

LU 8.3: Incorporate practices in mining activities that prevent public nuisances, hazards, and damage to property and environment.

Action

LU 8.3.1: *Require annual inspection, reporting and bonding to ensure that mining is conducted in a manner consistent with adopted standards, and in conformance with General Plan.*

Policy

LU 8.4: Compatible land uses should be allowed adjacent to mineral resource conservation areas.

Action

LU 8.4.1: *Locate compatible land uses near extraction activities when they are not impacted by noise, dust, vibration, truck traffic, or visual impact.*

LU 8.4.2: *Define incompatible uses and restrict them from locating adjacent to mineral resource extraction areas.*

LU 8.4.3: *Prepare adequate performance standards for extraction activities and allowable adjacent uses.*

Policy

LU 8.5: Retain Agricultural land in economically viable parcel sizes.

Actions

LU 8.5.1: *Amend the Zoning Regulations to include large lot agricultural zoning compatible with the County of San Joaquin.*

LU 8.5.2: *Provide land use buffers to separate agricultural land from land uses that are sensitive to agricultural practices.*

LU 8.5.3: *Adopt a "Right to Farm" ordinance which contains performance standards for protection of farming uses from encroaching urban uses.*

Policy

LU 8.6: Encourage incorporated urban development that is adjacent to the existing City limits and complies with the Urban Centers and Community Areas concept.

Actions

LU 8.6.1: *Allow urban development concept for properties adjacent to existing communities and within Community Areas.*

LU 8.6.2: *The Community Areas/Urban Centers are illustrated in Exhibit 1-1. In order to discourage premature conversion of agricultural lands, the City will not accept General Plan Amendments and Specific Plans for additional Community Areas/Urban Centers.*

LU 8.6.3: *The City shall require the first applicant for development in a Community Area to provide for the planning of the entire community and its Urban Center. Such planning shall include designation of land for public facilities, high density residential and commercial development in the Urban Center of the Community Area.*

LU 8.6.4: *Develop Community Plan areas when it can be demonstrated that:*
1. Services can be provided to the established City standards.
2. A financing package is available that can adequately fund infrastructure and related development costs, without burdening existing residents or developments.

- 3. The proposed land use can be supported by the market.*
- LU 8.6.5:** *Development of any Community Area may proceed provided it meets the development criteria, consistent with the overall Urban Management Plan's intent and does not prematurely convert agricultural lands.*

Policy

- LU 8.7:** **Guide development to maintain open space and agricultural areas.**

Action

- LU 8.7.1:** *Support the use of Williamson Act Contracts on nonurban designated lands.*

Policy

- LU 8.8:** **Protect agricultural lands needed for continuation of commercial agricultural enterprises, small-scale farming operations, and for preservation of open space, when consistent with overall Urban Management Plan's intent.**

Action

- LU 8.8.1:** *Establish a Transfer of Development Rights or credits program conservation easement funding or other measures as encouragement to the preservation of agricultural land.*

Policy

- LU 8.9:** **Minimize impact on agriculture during transition of existing agricultural areas to urban development.**

Actions

- LU 8.9.1:** *Require at the time of purchase a disclosure to all new urban property owners adjacent to agriculture of the established farming practices.*
- LU 8.9.2:** *Adopt an ordinance to establish an easement or buffer between agriculture operations and land uses which are sensitive to agriculture operations.*

Policy

- LU 8.10:** **Limit urban encroachment into agricultural areas, except where consistent with the Urban Management Plan.**

Actions

- LU 8.10.1:** *Phase development to conform to the Urban Management Plan based on a logical extension of services and linkages of land use, public facilities and financing.*
- LU 8.10.2:** *Obtain and use the latest Soil Conservation Service and Department of Conservation maps as the basis for establishing soil productivity.*

GOAL MAINTAIN ECONOMIC VIABILITY AS A COMMUNITY.**LU 9:**

Intent: Economic viability is supported by balanced land use, cooperative government, high levels of service and adequately financed infrastructure. Through its urban management process, the City ensures that all new development pays its own way and that infrastructure and public services are available concurrent with demand.

Policy

LU 9.1: Review land use proposals for their effect on financial resources.

Action

LU 9.1.1: Development will be reviewed for its fiscal impact on the City, San Joaquin County and special districts, as well as its ability to fund services.

Policy

LU 9.2: Tracy is to remain a central urban service provider and become a retail and industrial center.

Action

LU 9.2.1: Follow the economic strategy and land use direction set for each of the Community Areas and Urban Centers.

Policy

LU 9.3: Encourage land uses that contribute positively to Tracy's and the region's economic well-being.

Action

LU 9.3.1: Work with the Economic Development Committee, San Joaquin partnership and Economic Development Association to market sites for retail commercial and industrial land uses.

LU 9.3.2: Coordinate with San Joaquin County to establish a financial and urban service structure which benefits the region.

Policy

LU 9.4: Development shall reimburse service providers.

Action

LU 9.4.1: Attach conditions to new projects for infrastructure and capital improvements commensurate with the development's effect on the City's and San Joaquin County's public service system.

III. SUMMARY OF LAND USE DESIGNATIONS

A. Purpose

The land use diagram shows fourteen land use designations, each providing for a broad range of uses. The designations are intended to be broadly defined to provide for future flexibility in site specific land use planning. This Urban Management Plan is a long-range planning tool that must accommodate unforeseen future changes in community preferences, market conditions and new technologies.

B. Consistency with State Planning Law

Government Code Section 65302(a) states that the General Plan shall include “.... a Land Use Element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.”

The referenced Government Code mandates are included in this element. The Land Use Diagram identifies only very generalized land use categories. This generalized approach will provide maximum flexibility in the design of individual projects, and through the submittal of more detailed, site specific plans more specific and precise locations for land use can be developed. This is consistent with the implementation tools available that will refine and guide the direction set by the General Plan. For example, through the specific plan process the large areas that encompass several hundred acres and possess a (L) Low Density Residential designation will be refined to locate schools, parks, neighborhood/convenience commercial sites and other uses.

C. Land Use Designations

The general plan establishes land use designations as shown in Table 1-1.

D. Allowable Land Uses by General Plan Designation

The land uses that are allowed within each General Plan designation are shown in General Plan/Zoning Compatibility Matrix (Table 1-4). These examples are only intended to provide further guidance and are not exclusive lists. It must be assumed that other site specific land uses and development types would meet the intent of the land use categories and could be approved as part of a specific plan or planned unit development zoning process.

**TABLE 1-1
LAND USE DESIGNATIONS AND INTENSITY**

Symbol	Description	Gross Density Range	Average Density ¹	Maximum Height
VL	Residential Very Low	0.1 - 2.0 du/ac	2.0 du/ac	35
L	Residential Low	2.1 - 5.8 du/ac	3.5 du/ac	35
M	Residential Medium	5.9 - 12.0 du/ac	8.0 du/ac	35
H	Residential High	12.0 - 25.0 du/ac	18.0 du/ac	---
C	Commercial	.35 FAR	.35 FAR ⁻²	---
I	Industrial	.50 FAR	.50 FAR ⁻²	---
Pub	Public Facilities			
P	Parks			
O	Open Space			
Agg	Aggregate			
Ag	Agriculture			
*	Urban Center			
FR/O	Federal Reserve/Open Space			
/S	Special Study Area			

Source: Tracy Land Use Plan

NOTES: ¹ For calculation purposes for technical studies, average densities were utilized.

² Densities for Commercial, Industrial and other designations are detailed in the traffic analysis and other technical studies.

E. Land Use Intensities and Residential Densities

Building intensities are expressed in floor area ratio (FAR), which corresponds to the ratio of the floor area of the structure to the total area of the parcel on which it stands. Residential density is expressed in dwelling units per gross acre (DU/AC). The overall acreage, and density/intensity of each land use represents the basis for establishing the nature of the plan. Land Use Designations and Intensity (Table 1-1) summarizes the land use intensity and residential density for each land use type. Residential intensity is expressed in terms of dwelling units per acre and commercial and industrial designations are expressed in floor to area ratios. Intensity of Residential Land Use Categories (Table 1-6) summarizes the projected population based on the Urban Management Plan.

IV. DISCUSSION OF LAND USE CATEGORIES

State law requires general plans to include a land use diagram that designates the general location, intensity and use of lands within a city's planning area. Based upon the adopted land use alternative, the Urban Management Plan Land Use Plan map in the Executive Summary fulfills this diagram requirement.

A number of land use categories are being adopted as part of this Urban Management Plan. The following identifies these categories and provides a general description for each. Seven communities are identified through this plan and are mapped in Community Areas Map (Exhibit 1-1). The amount of land use by community is provided in Community Area Statistical Profiles (Table 1-2A).

The General Plan/Zoning Compatibility Matrix (Table 1-4) draws a comparison between the existing zoning designations and Urban Management/General Plan land use designations, and identifies which zoning designations would conform with the General Plan designations. It should be referenced during the process of rezoning properties to bring them into conformance with the General Plan Land Use Plan.

A. Residential (VL) (L) (M) (H)

The residential land uses of the plan area are divided into four designations or categories. There are a range of land uses allowed within the residential land use categories of the Urban Management Plan.

The residential land use designations include a range of densities from Very Low Density such as large lot single family ranchettes to High Density apartments such as multi-family development.

Other land uses that are not residential in nature but are allowable within the residential designation to serve residents include such uses as churches, schools, parks and recreation facilities, fire stations, libraries, day care facilities and community centers. The precise location of such facilities would be determined upon the submittal of detailed plans for the property.

Because of the mix of uses found within the residential category, activities must be carefully located to avoid conflict with other uses and environmental constraints. Housing should be protected from noise and other environmental hazards, while having access to daily urban services and recreational opportunities. All neighborhoods should be designed to provide a “sense of place”, while offering a choice of densities and costs that meet the needs of residents.

Net residential density increases when freeways and arterials, streets, utility easements, parks, schools public facilities and other uses are subtracted from the gross area. As noted in the summary tables of this chapter, the freeways, arterials and utility easements have been subtracted to arrive at an adjusted gross number. Further subtractions may be necessary to account for parks, schools, public facilities and other uses, when considering large planning areas, however no residentially designated property may exceed the range in density discussed by Table 1-1 for a particular residential designation.

Very Low (VL) and Low (L) Density Residential

Conventional single-family dwelling units will likely be the principal type of housing stock found in these areas. Attached units, zero lot line and clustered housing are also achievable within the overall framework of each community. Densities would range from 0.1 to 2.0 dwelling units per gross acre in the very low density category, with an average density of 2 dwelling units per gross acre. Densities in the low density category would range from 2.1 to 5.8 units per gross acre with an average of 3.5 units per gross acre.

Very Low and Low Density Residential should be treated as noise-sensitive uses and protected from major arterials, expressways, freeways and other noise-generating uses. Development standards should provide for sound attenuation that is aesthetically pleasing through the use of landscaped and bermed setbacks as well as sound walls.

Very Low and Low Density Residential should also be protected from nuisances associated with the Urban Centers located within each community. Neighborhoods should be integrated through the use of open spaces, bicycle and walking trails, schools and other public and quasi-public uses.

Medium (M) and High (H) Density Residential

The characteristic housing for the Medium and High Density Residential categories include single-family detached and attached, duplexes, triplexes, quadplexes, townhouses, apartments, and condominiums. Medium Density Residential densities will range from 5.9

to 12 dwelling units per gross acre, with an average of 8 units per gross acre. High Density Residential will range from 12.1 to 25 units per gross acre, with an average of 18 units per gross acre.

Medium and High Density Residential will most often be located near the Urban Centers or high activity areas which provide the best access to major arterials or alternate transportation systems, including rail. Issues of access to transit facilities and impacts from adjoining uses become more critical with Medium and High Density Residential.

B. Commercial (C)

The Commercial category provides for a relatively wide range of uses, including neighborhood, general and regional commercial, and office uses. Through sensitive design, commercial uses can locate next to lower density residential with minimal impact. Medium and high density residential uses may be appropriate as part of a larger integrated and designed project, upon submission of a specific plan or planned unit development which provides safeguards through their design, buffers, and other features which abate noise and other nuisances.

Neighborhood commercial centers should be central to the neighborhood area they serve. For large areas that encompass several hundred acres the precise location of neighborhood commercial will be determined upon the submittal of more detailed plans. Adequate access, compatibility with other surrounding uses, and consistent design with the community theme are all necessary. These centers should minimize the need for automobiles and maximize the use of bicycles and pedestrian connections for walking. Typical uses located in these commercial areas include grocery and convenience store, salons, professional offices, restaurant, auto service stations, drug stores, dry cleaners, day care centers, post office facilities, and banks. Neighborhood commercial is defined in detail within the zoning ordinance.

The location of general commercial is based upon similar criteria used for neighborhood commercial and support retail but should be located to allow easy access to arterial streets to serve the region. They should be located in centralized areas capable of serving the greatest number of households with the least travel and best access to alternate modes of transportation and freeways.

Regional commercial uses such as discount factory outlets or malls should be located to provide buffering from residential and other areas so that adequate parking and compatibility for adjoining uses can be assured. Highway commercial should be located to take advantage of the travelling motorist. Noise generating or noxious General and Regional Commercial, uses such as home improvement centers, or Business Parks with hazardous research facilities should not be placed directly next to sensitive residential or public facility uses. While the location of higher density residential next to employment centers is encouraged appropriate buffers are needed to avoid conflicts between use and activities.

Many of the uses can be incorporated within large projects with common design themes or within a business park or large individual building. Regardless of configuration, there should be an attempt in both locational criteria and design criteria to be as accessible and appealing to the pedestrian as possible to encourage walking and biking. Examples of the type of uses found within this designation are general and regional commercial, including such uses auto sales and service, discount stores, factory outlet stores, warehouse stores, office uses, medical facilities, public and private research facilities.

The amount of commercial acreage in each urban center can be identified by viewing the Community Area statistical profiles. However there is no attempt to identify specific locations for these uses. That is best accomplished through a subsequent specific plan or (PUD) Planned Unit Development process.

C. Industrial (I)

Specific uses allowed in the industrial category would range from heavy industrial to warehousing and technical support offices. Typical uses would include heavy industrial, light industrial, fabrication/assembly and warehousing. Other uses, including offices and community facilities, would also be appropriate upon further review, application of performance standards and entitlement processing to determine compatibility with the prevailing industrial uses. Examples of compatible land uses include corporate headquarters, professional offices, technical support offices, fire stations, day care facilities, post office, public utility facilities, and oil and gas exploration.

Uses which characterize an Industrial designation shall require consideration of environmental and land use compatibility criteria to optimize their location. Industrial uses should be located to provide proper truck access, buffering from incompatible uses and proximity with rail corridors and transit links.

D. Public Facilities (Pub)

The purpose of this designation is to provide locations for uses that support government, civic, cultural, health, educational and infrastructure aspects of the community. Under the Public Facilities land use designation allowable land uses would include Community Facilities, Quasi-Public, support commercial and governmental office uses. These facilities should be located in a manner which best serves the community's interests. In most cases, a central location in the older part of the existing community of Tracy would be most appropriate. This general geographic area would be the optimal location for City Hall, administrative offices, court house, police and fire, main post office, transit offices, auditoriums, exhibit halls, galleries, theaters, hospitals and some support professional offices and retail commercial. Colleges, schools, theaters and other educational facilities should be distributed in response to user populations. Because these uses are intended to serve the

larger community, locational criteria should be used to optimize access to non-auto transportation. Good access by bus, bicycle, or pedestrian should be available to minimize auto trip generation. High trip generators should be located near existing rail right-of-way, as much as possible. Other public facilities such as airport, stormwater detention/retention facilities, water treatment plants, and landfill sites need to be in satellite locations to take advantage of natural environmental characteristics such as topography or winds and to avoid conflict with other land uses.

Whenever possible, public facilities should be incorporated within large projects that provide a diversity of activity and community acceptance and use of public facilities. A common design theme should be encouraged for all related public facilities to establish a unique identity and support the Tracy community's self image.

E. Parks (P)

This designation provides for Parks of significant size to warrant designation at the general plan level. Parks facilities and other open space areas are also provided for in areas designated Open Space, Public Facilities, Residential, Urban Centers, Agriculture and Aggregate.

The location of park uses within these other designations occurs only after specific site design when additional entitlements are required to support the larger project aims and to begin development.

Examples of specific land uses that would be found within this designation include active playing fields, parks and recreation facilities, urban parks and plazas, bicycle and walking trails, water features, landscaped areas and corridors, golf courses, natural open space and wildlife areas, and water recharge and detention facilities.

F. Open Space (OS)

The Open Space designation provides for visual buffers, natural open space and wildlife corridors, water recharge and detention/retention facilities, recreational facilities such as hiking and biking trails, golf courses and other landscaped areas. Open Space areas should be associated with large scale projects or located within Community Areas that have the financial capability to develop, maintain and otherwise be responsible for the management of open space areas.

Some open space uses can be integrated into parkways along major arterials to serve for buffering and aesthetic purposes. Berms and landscaping could also be integrated into the Bikeway/Storm Drainage design to provide a more aesthetic setting for bicyclists or

pedestrians. Such landscaping could also provide a buffer for adjacent access, and provide an identifiable edge for neighborhoods or districts. These "linear parkways" also serve to link the Urban Centers and offer access to schools, parks and recreation areas and other public facilities.

It is anticipated on the Land Use Plan that open space uses will be associated with hillside developments located south of Interstate 580 in order to preserve the scenic value of Tracy Hills and protect natural open space areas. The detailed delineation of open space areas will be determined during site specific design.

G. Aggregate (Agg)

Aggregate designated lands lie directly south of the existing City of Tracy generally south of Linne Road. The geographic location is dictated by the alluvial fan that forms at the bottom of the Corral Hollow Canyon thus depositing the sands and gravels of market quality. Under the State Mining and Reclamation Act, (SMARA), local jurisdictions must identify reserves and take necessary steps to preserve aggregate resources for future use. The Tracy Urban Management Plan designates those lands with production quality reserves with the designation of Aggregate (Agg). Areas identified should provide adequate resource for decades to come. SMARA also requires submittal of mining and reclamation plans for all mineral lands by agencies of jurisdiction.

Although Tracy is not now the agency of jurisdiction for these lands, the City intends that future use of the mineral sites conform to its long-term objectives.

This Plan does not go into detail on the form of the mining or reclamation plans to be provided by the responsible local entity. It will, however, identify candidate land uses while mining is underway, as well as upon its completion in anticipation of reclamation to future uses. This plan will also enable any future responsible entity to reclaim the site in a manner consistent with local objectives and the state's directives. To implement any specific plan for reclamation will require a formal reclamation plan, specific plan or conditional use permit.

Under this plan, the continued viability of this major source of fundamental building material as well as the long-term recreational aims of the City are to be reconciled and enhanced.

In the short-term (until the resource is exhausted at a given location) land uses that would be deemed compatible include: mining of sand and gravel, processing of sand and gravel, stockpiling of sand and gravel, as well as storage, maintenance and repair of equipment associated with the mining operations. Offices, scale houses, and other facilities related to the mining operations are also to be allowed.

Following reclamation, open space, parks and industrial use for these sites would appear to be viable end uses. These uses could include golf courses, activity and play areas, organized

sports fields, landscaped areas, natural wildlife areas, stormwater detention areas, bicycle and walking trails and water storage and groundwater recharge. Because these lands will be below original grade, other nuisance or aesthetically impactive industrial uses may also be appropriate with proper site design, and landscaping. Such uses could include light industrial, manufacturing/assembly, fabrication or warehousing.

Due to the extensive nature of these lands, multiple end uses are also possible. The scale of altered landscape, however, could lend itself to a comprehensive phased plan that develops and integrates multiple recreational uses over a long period as the individual sites become available for reclamation.

H. Agriculture (Ag)

General Agricultural uses are provided for within this designation. These lands are not anticipated for any use other than agriculture during the life of the plan.

Allowable land uses within this general agricultural designation include: livestock ranges, animal husbandry, field crops, tree crops, nurseries, greenhouses, agricultural related residences and structures, oil and gas exploration and production, public parks and recreational areas, farm employee residences, agricultural offices, truck farming and roadside stands.

Every attempt should be made to ensure the long-term viability of these farming areas. Williamson Act contracts can be utilized to provide tax incentives to property owners to maintain land in agricultural use. Institution of a Right-to-Farm ordinance is a means to ensure that agricultural operations adjacent to urban designated lands will not be adversely affected by their proximity to development.

Typically, these areas are currently designated within the County's General Plan for agricultural uses on parcels 40 acres or larger. Every attempt should be made to support this policy, particularly on those lands of highest quality.

I. Urban Centers (*)

Urban Centers are designated on the Land Use Diagram with an asterisk, and are intended to illustrate an approximate location where higher intensity uses are encouraged in order to create an "urban core" for each of the Community Areas or villages depicted on the Community Areas Map. These Urban Centers would provide a full service "downtown" area to the surrounding development and a focal point for each Community Area. Transit and pedestrian connections are encouraged.

The statistical tables included in this Element provide land use and density summaries for the Urban Centers. Urban Center's are estimated to be approximately between 80 to 160 acres in area. For calculation purposes this acreage has been subtracted out from the underlying use(s) and the densities associated with the land use designations the urban center is resting on and is then reassigned based on the summary tables for each urban center shown by Tables 1-2A through 1-2G. Each of the Urban Centers and the Community Areas with which they are located may vary in character and orientation and may include a range of land uses. The existing downtown area of Tracy would not only serve as an Urban Center for the City Core Contiguous Community Area, but would also serve as the focus for the entire Tracy region.

J. Special Study Area (/S)

The backslash "S" designation is utilized as a suffix to other land use designations to identify special study areas.

Currently only one special study area is designated: the residential areas designated northwest of the Tracy Airport within the overflight zone. Special design constraints are envisioned to reduce noise impacts and land use incompatibility of residential uses with the Airport's existing and future operations.

The detailed design and planning for this particular Special Study Area should seek to locate uses that do not involve a high concentration of people or are not noise sensitive (e.g. parks, golf, transit, local commercial, or civic uses such as fire stations) within this area to ensure compatibility with the airport. All development within the overflight area is subject to the Airport Land Use Commission Plan and FAA restrictions.

K. Federal Reservation/Open Space (FR/O)

The federal reservation designation is applied to U.S. Government owned lands where specialized testing, and other operations occur that are beyond the jurisdiction of the City of Tracy. Allowable land uses in this category include: restricted access open space used for testing purposes, scientific testing facilities and ancillary structures, and other support uses such as laboratories, offices, industrial fabrication, assembly or warehousing. Open Space uses would include detonation and noise buffer zones, and grasslands. Special consideration should be utilized in locating noise sensitive land uses directly adjacent to this facility, because of the concerns associated with intermittent testing. Appropriate land use design and mitigations (e.g. lower density land uses, open space or landscape buffer areas, grading techniques, or architectural design) should be incorporated into the detailed planning and design of any directly adjacent properties.

V. COMMUNITY PLAN AREAS

A multitude of land use scenarios for the City of Tracy's future were analyzed through an extensive public participation process directed by a joint committee composed of members of the City Council and Planning Commission. The Land Use Plan was selected from the various land use alternatives and explored discussed at length in the EIR.

The build-out of the Land Use Plan shown in this policy document is structured around concentric growth and the establishment of six new Community Areas, which is discussed in the Executive Summary.

In brief, growth would be directed along two paths: the first would encourage development adjacent to the existing urbanized area contiguous to the city core allowing connections to existing infrastructure. The second establishes six new communities each with its own urban center. Five of these new communities are located west and south of the city, and one is located in the Banta area east of town and is intended to provide a new community which builds upon the existing rural agricultural village.

More detailed planning will be necessary for each of these new communities to demonstrate more precisely where the Urban Centers will be located, how they will work, how connections are provided to surrounding neighborhoods, where parks and schools are to be located and how infrastructure will be provided. The requirements for this additional detailed planning are provided for by the policies and actions cited in this policy document. The process requires the preparation of a Specific Plan for each of the new Community Areas shown on Exhibit 1-1. A General Plan Amendment will likely be required to allow the detail of the Specific Plan to be incorporated into the General Plan, and the City may reference these documents on the map to identify that special provisions apply. In support of this requirement for more detailed planning is the Implementation Plan, Community Facilities Master Plan and other city documents. Subsequent parcel level approvals would follow normal process.

As a method of organizing future planning efforts and to guide development a "Community Area" has been created for each of these new communities. These Community Areas are illustrated by Exhibit 1-1, which has been superimposed on top of the Land Use Plan. The Community Areas Map simply illustrates boundaries and does not make any refinements to the Land Use Plan. The boundaries of these Community Areas were determined by considering physical constraints such as freeways or canals, political constraints such as land ownership, and economic constraints such as the inclusion of adequate revenue generating land uses or densities to support services and infrastructure. The Community Area boundaries may evolve and shift over time without impact to the underlying Land Use Plan. A Community Area Statistical Profile has been provided for each community to loosely estimate the mix of land uses targeted for the Community Areas. During the Specific Plan process more detailed planning for school and park sites, neighborhood commercial and other

uses would be defined more accurately. It is likely that general plan amendments will be required when the Specific Plan is different than the UMP.

The seven Community Areas that have been established by this plan are as follows:

- City Core Contiguous
- Banta
- Lammers
- Patterson Pass
- North Schulte
- South Schulte
- Tracy Hills

A brief discussion of each of the Community Areas follows:

A. City Core Contiguous Community Area

This Community Area encompasses the land areas adjacent to the existing urbanized areas of the City of Tracy. It can be loosely referred to as the “old town” area with the downtown functioning as its Urban Center. It offers an opportunity for new growth that can tie directly into existing service and infrastructure networks.

Within the boundaries of this planning area, residential land uses are oriented to the south, east and west to provide population in support of downtown services. To the north along Interstate 205 and northeast beyond the Union Pacific Railroad commercial and industrial uses are located to capitalize on the available access, to attract new business and revenue sources, and to provide a buffer to the “old town” area.

The key issues involving the downtown area include redevelopment, economic positioning, the location of civic and cultural facilities, the mixture, type and density of residential and commercial uses, and the provision of transit linkages. It is envisioned that special studies may be conducted to enhance the vitality of this area.

B. Banta Community Area

At present the Banta Community Area includes an existing rural/agricultural village area situated around the intersection of Grant Line Road and the Southern Pacific Railroad northeast of the urbanized area of City of Tracy. The intent of this Community Area is to establish a new community with an Urban Center located near the confluence of Interstate 5 and Business 205. More detailed planning will be required for the Banta Urban Center under the Specific Plan process required for all Urban Centers and new Communities Areas.

C. Lammers Community Area

The Lammers Community Area is located north of Interstate 205 off of Byron Road and the Southern Pacific Railroad. Its main focus will be to provide freeway and rail-oriented commercial and industrial uses and medium density housing. The Urban Center here would provide for connections to the existing residential development that is currently located in the county.

D. Patterson Pass Community Area

The Patterson Pass Community Area's Urban Center has a business park/industrial focus with freeway commercial uses oriented along Interstate 580 surrounded by industrial uses. Access to a majority of the land area is severely restricted due to its location between the Delta Mendota and California aqueducts southwest of the City. This separation and access constraint and the need to build freespanning bridges across the aqueducts in order to allow connections limits the feasible options for the land area surrounding the Urban Center.

E. North Schulte Community Area

The North Schulte Community Area is proposed as predominantly a residential area located directly west of town. The Urban Center here would be oriented towards providing services for the local residents, rather than creating business park, office, industrial and other major employment generating uses that market to a city-wide or regional scale.

F. South Schulte Community Area

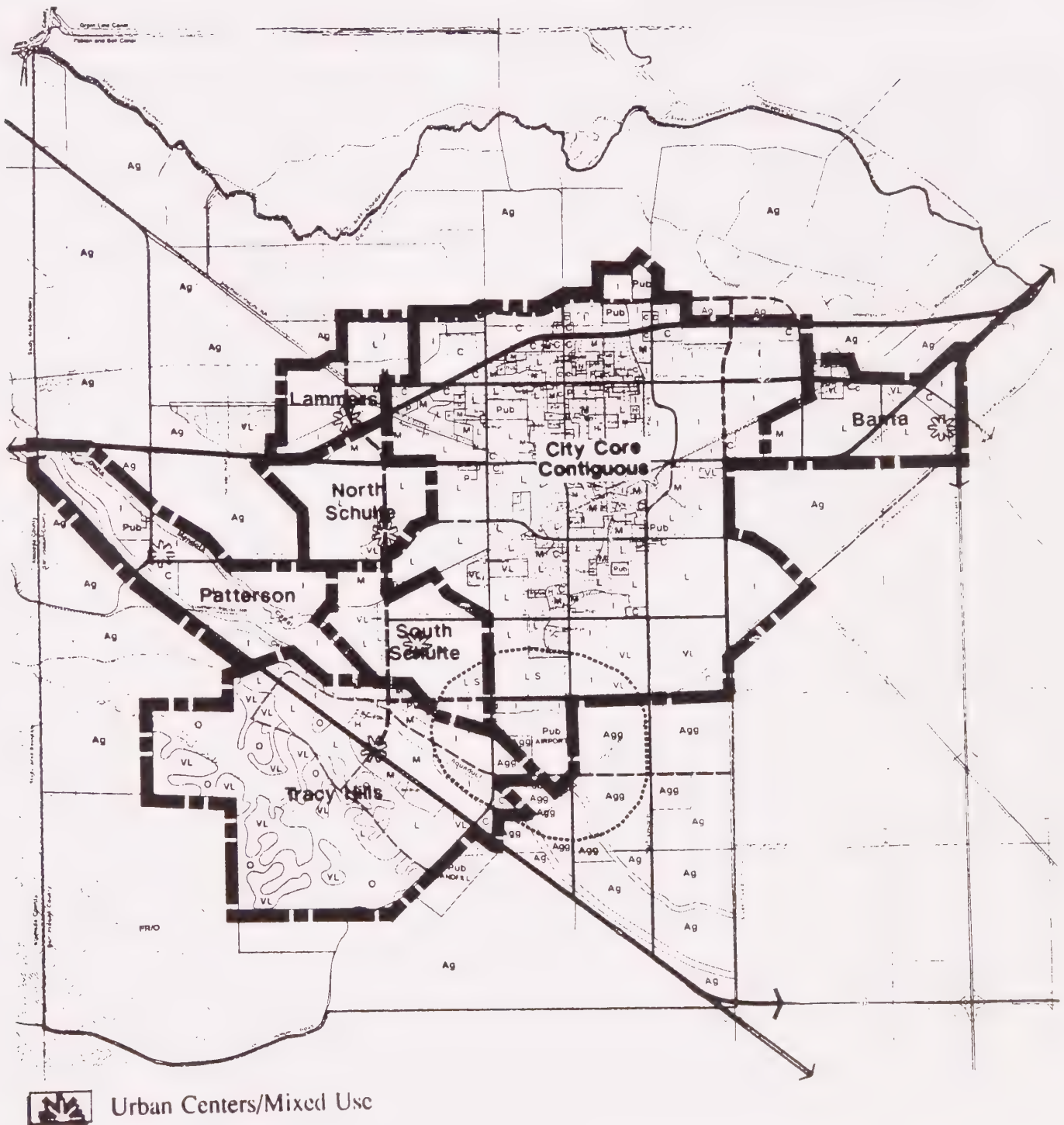
This Community Area is centered around Lammers and Valpico north of the Delta Mendota Canal, with the Urban Center offset from this intersection to the southeast. The area is proposed for mostly residential use. The Airport Overflight Zone that surrounds Tracy Airport overlaps the southeastern portion of this Community Area. Industrial uses are proposed or where residential is considered a Special Study Area designation is attached to address the special design considerations relative to the existence of the airport from the Airport.

G. Tracy Hills Community Area

The Tracy Hills Community Area encompasses a new community that spans from the Delta Mendota Canal south to the Tracy Hills. Its Urban Center is located at the intersection of Lammers and Interstate 580, and is surrounded by Medium Density Residential and

Industrial uses that capitalize on the freeway accessibility. This community would establish a presence for the City of Tracy along the 580 freeway, and its business park uses would create a major employment node.

EXHIBIT 1-1 COMMUNITY AREAS MAP



**TABLE 1-2A
COMMUNITY AREA STATISTICAL PROFILE:
CITY CONTIGUOUS CORE**

Symbol	Land Use	Total Gross Acres	Adjusted Gross Acres	% of Total Area	Average DU/AC	DUs	Persons/DU	Population
VL	Residential Very Low	1,176	1,022	8.3	2.0	2,044	3.5	7,154
L	Residential Low	5,110	4,445	36.2	3.5	15,558	3.0	46,673
M	Residential Medium	1,318	1,147	9.3	8.0	9,176	2.5	22,940
H	Residential High	165	144	1.2	18.0	2,592	2.0	5,184
C	Commercial	1,440		10.2				
I	Industrial	3,562		25.2				
PUB	Public Facilities	1,096		7.0				
P	Parks	203		2.2				
O	Open Space	—	—	—	—	—	—	—
Agg	Aggregate	48		.3				
TOTAL CITY CONTIGUOUS AREA		14,117		100		29,370		81,951

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

TABLE 1-2B
COMMUNITY AREA STATISTICAL PROFILE:
BANTA

Symbol	Land Use	Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/ DU	Population
VL	Residential Very Low	182	158	11.7	2.0	316	3.5	1,106
L	Residential Low	880	766	56.6	3.5	2,681	3.0	8,043
M	Residential Medium	200	174	12.9	8.0	1,392	2.5	3,480
H	Residential High	---		---				
C	Commercial	35		2.5				
I	Industrial	145		9.3				
PUB	Public Facilities	23		1.5				
P	Parks	---		---				
O	Open Space	---		---				
*	<u>Urban Center:</u>							
	High Residential	30	26	1.9	18.0	468	2.0	936
	Office	20		1.3				
	Commercial	25		1.6				
	Public Facilities	5		0.3				
	Streets /ROW	10		0.5				
		90		5.6				
TOTAL BANTA AREA		1,555		100%		4,857		13,565

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-2C
COMMUNITY AREA STATISTICAL PROFILE:
LAMMERS**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/DU	Population
VL	Residential Very Low	---		---	---	---	---	---
L	Residential Low	690	600	60.0	3.5	2,101	3.0	6,303
M	Residential Medium	210	183	18.3	8.0	1,462	2.5	3,654
H	Residential High	---	---	---	---	---	---	---
C	Commercial	---		---				
I	Industrial	165		14.3				
PUB	Public Facilities	---		---				
P	Parks	---		---				
O	Open Space	---		---				
*	<u>Urban Center:</u>							
	High Residential	30	26	2.6	18.0	468	2.0	936
	Office	10		.9				
	Commercial	25		2.2				
	Public Facilities	5		.4				
	Streets/ROW	15		1.3				
		85		7.4				
TOTAL LAMMERS AREA		1,150		100%		4,031		10,893

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-2D
COMMUNITY AREA STATISTICAL PROFILE:
PATTERSON PASS**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/ DU	Population
VL	Residential Very Low	---	---	---	---	---	---	---
L	Residential Low	---	---	---	---	---	---	---
M	Residential Medium	---	---	---	---	---	---	---
H	Residential High	---	---	---	---	---	---	---
C	Commercial	26		1.2				
I	Industrial	1,975		91.1				
PUB	Public Facilities	7		0.3				
P	Parks							
O	Open Space							
*	<u>Urban Center:</u>							
	High Residential	---	---	---	---	---	---	---
	Office	25		1.2				
	Commercial	90		4.2				
	Public Facilities	15		0.7				
	Streets/ROW	30		1.4				
		160		7.5				
TOTAL PATTERSON PASS AREA		2,168		100%				

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-2E
COMMUNITY AREA STATISTICAL PROFILE:
NORTH SCHULTE**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/ DU	Population
VL	Residential Very Low	64	56	3.4	2.0	111	3.5	390
L	Residential Low	1,372	1,194	72.8	3.5	4,178	3.0	12,533
M	Residential Medium	250	218	13.3	8.0	1,740	2.5	4,350
H	Residential High	---	---	---	---	---	---	---
C	Commercial	---						
I	Industrial	---						
PUB	Public Facilities							
P	Parks	38		2.0				
O	Open Space							
*	<u>Urban Center:</u>							
	High Residential	30	26	1.6	18.0	468	2.0	936
	Office	55		2.9				
	Commercial	30		1.6				
	Public Facilities	15		.8				
	Streets/ROW	30		1.6				
		160		8.5				
TOTAL NORTH SCHULTE AREA		1,884		100%		6,497		18,209

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-2F
COMMUNITY AREA STATISTICAL PROFILE:
SOUTH SCHULTE**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/ DU	Population
VL	Residential Very Low	22	19	1.4%	2.0	38	3.5	134
L	Residential Low	1,217	1,059	77.8%	3.5	3,705	3.0	11,118
M	Residential Medium	---	---	---	---	---	---	---
H	Residential High	---	---	---	---	---	---	---
C	Commercial							
I	Industrial	166		10.6%				
PUB	Public Facilities							
P	Parks							
O								
*	<u>Urban Center:</u>							
	High Residential	30	26	1.9%	18.0	468	2.0	936
	Office	50		3.2%				
	Commercial	40		2.6%				
	Public Facilities	10		0.6%				
	Streets/ROW	30		1.9%				
		160		10.2				
TOTAL SOUTH SCHULTE AREA		1,565		100%		4,212		12,188

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-2G
COMMUNITY AREA STATISTICAL PROFILE:
TRACY HILLS**

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Area	Average Density DU/AC	DUs	Persons/DU	Population
VL	Residential Very Low	1,156	1,005	19.0	2.0	2,011	3.5	7,040
L	Residential Low	647	563	10.6	3.5	1,970	3.0	5,910
M	Residential Medium	416	362	6.8	8.0	2,895	2.5	7,238
H	Residential High	53	46	.9	18.0	830	2.0	1,660
C	Commercial	58		1.0				
I	Industrial	757		12.4				
PUB	Public Facilities	346		5.7				
P	Parks	90		1.5				
O	Open Space	2,306		37.8				
Agg	Aggregate	110		1.8				
*	<u>Urban Center:</u>							
	High Residential	30	26	.5	18.0	468	2.0	936
	Office	30		.5				
	Commercial	60		1.0				
	Public Facilities	15		.2				
	Streets/ROW	25		.4				
		160		2.6				
TOTAL TRACY HILLS AREA		6,099		100%		7,806		22,784

NOTES: 1. Adjusted Gross Acres is a more accurate representation of "true" gross acreage for large scale land planning over thousands of acres and is calculated by multiplying by a .87 reduction factor against the gross acreage measured to the centerline of streets, section lines or utility corridors. This factor subtracts out 13% or .13 for major rights-of-way, and easements and allows a more accurate calculation of potential population in residential areas. Source: Gruen + Gruen Associates.

**TABLE 1-3
ALLOWABLE LAND USES BY DESIGNATIONS**

Land Use Designation	Allowable Land Uses	Land Use Examples	
RESIDENTIAL			
VL (Very Low)	Range of Residential from large lot rural residential to large lot subdivision	<ul style="list-style-type: none">■ One residence per existing parcel (infill)■ One residence per larger rural parcels	<ul style="list-style-type: none">■ One residence per larger lot residential
L (Low)	Range of residential from large lot subdivision to duplex development within a traditional detached residential development to lower density attached residential.	<ul style="list-style-type: none">■ single family detached on smaller parcels	
M (Medium)	Range of residential from attached medium density single family to higher density apartment, and condominium development.	<ul style="list-style-type: none">■ Single family attached■ Condominiums■ Apartments	<ul style="list-style-type: none">■ Garden Apartments■ Townhomes
H (High)	Range of residential from higher density apartment to condominium	<ul style="list-style-type: none">■ Higher density apartments and condominiums	
COMMERCIAL			
C (Commercial)	Business	<ul style="list-style-type: none">■ Neighborhood Commercial■ General Commercial■ Wholesale Commercial■ Commercial recreation■ Auto sales & service■ Discount stores	<ul style="list-style-type: none">■ Factory outlet stores■ Warehouse stores■ All office uses■ Medical facilities■ Public and private research facilities
	Quasi Public/Public	<ul style="list-style-type: none">■ Medical facilities	<ul style="list-style-type: none">■ Academic institutions
	Community facilities	<ul style="list-style-type: none">■ Fire stations■ Day care facilities	<ul style="list-style-type: none">■ Post offices■ Transit facilities
INDUSTRIAL			
I (Industrial)	Industrial/Office	<ul style="list-style-type: none">■ Heavy Industrial (Manufacturing)■ Light Industrial■ Fabrication/Assembly■ Warehousing	<ul style="list-style-type: none">■ Heavy Commercial■ Corporate Headquarters■ Professional Offices■ Technical Support Offices■ Flex Offices
	Community Facilities	<ul style="list-style-type: none">■ Fire Station■ Day Care Facilities	<ul style="list-style-type: none">■ Post Offices■ Transit Facilities

**TABLE 1-3
ALLOWABLE LAND USES BY DESIGNATIONS (Continued)**

Land Use Designation	Allowable Land Uses	Land Use Examples	
PUBLIC FACILITIES			
PUB (Public)	Community Facilities	<ul style="list-style-type: none">■ City Hall/Administrative Offices■ Court House■ Police/Fire Stations■ Post Offices■ Transit facilities■ Schools■ Water/sewer treatment facilities	<ul style="list-style-type: none">■ Day care facilities■ Auditoriums■ Exhibit Halls■ Galleries■ Theaters■ Hospitals■ Community Centers■ Neighborhood Centers■ Social Service Centers
	Quasi Public (Through Specific Plan Process)	<ul style="list-style-type: none">■ Private Medical■ Private Academic Institutions	<ul style="list-style-type: none">■ Public/Private research facilities
	Open Space/Parks	<ul style="list-style-type: none">■ Golf courses■ Community facilities■ Active play fields	<ul style="list-style-type: none">■ Landscaped areas■ Natural/wildlife areas■ Detention/Recharge areas
	Support Commercial and Professional Offices (Through Specific Plan Process)	<ul style="list-style-type: none">■ Doctor/Attorney offices	<ul style="list-style-type: none">■ Accountant offices
	Support Commercial/Retail (Through Specific Plan Process)	<ul style="list-style-type: none">■ Restaurants■ Printing/Copying Centers■ Telecommunications Centers	<ul style="list-style-type: none">■ Health clubs■ Day care centers■ Lodging/meeting facilities■ Office supplies
PARKS			
P (Parks)	Parks/Open Space	<ul style="list-style-type: none">■ Golf courses■ Parks and Recreation Facilities■ Active Play Fields■ Urban Parks/Plazas■ Bicycle and walking trails■ Water features	<ul style="list-style-type: none">■ Wetlands■ Landscaped areas and corridors■ Natural open spaces/wildlife areas■ Water recharge and detention facilities
OPEN SPACE			
O (Open Space)	Open Space/Parks	<ul style="list-style-type: none">■ Golf courses■ Parks and Recreation Facilities■ Active Play Fields■ Bicycle and walking trails■ Water features	<ul style="list-style-type: none">■ Wetlands■ Landscaped areas and corridors■ Natural open spaces/wildlife areas■ Water recharge and detention facilities■ Habitat Areas■ Agriculture & Planning■ Utility Easements

**TABLE 1-3
ALLOWABLE LAND USES BY DESIGNATIONS (Continued)**

Land Use Designation	Allowable Land Uses	Land Use Examples	
AGGREGATE			
AGG (Aggregate)	Aggregate mining and processing	<ul style="list-style-type: none">■ Mining of sand and gravel■ Processing of sand and gravel■ Stockpiling of sand and gravel■ Storage of heavy equipment related to operation	<ul style="list-style-type: none">■ Repair/maintenance of equipment related to operation■ Scale/scale house■ Office for plant management■ Facilities related to the principal use
	Open Space/Parks (Through Reclamation Plan/Specific Plan)	Subsequent to Reclamation <ul style="list-style-type: none">■ Golf Courses■ Activity Play Areas/Fields■ Landscaped Areas■ Natural/Wildlife areas	<ul style="list-style-type: none">■ Stormwater Detention Area■ Bicycle/Walking areas and trails
	Industrial (Through Reclamation/Specific Plan)	<ul style="list-style-type: none">■ Light Industrial■ Manufacturing/Assembly	<ul style="list-style-type: none">■ Fabrication■ Warehousing
AGRICULTURE			
AG (Agriculture)	General Agriculture (40 ac Minimum)	<ul style="list-style-type: none">■ Livestock ranges■ Animal husbandry■ Field crops■ Tree crops■ Nurseries■ Green houses■ Ag related residences■ Ag related structures■ Oil/gas well drilling	<ul style="list-style-type: none">■ Public parks and recreation areas■ Living quarters for persons employed on the farm■ Offices incidental to the permitted use■ Roadside stands■ Truck farming
FEDERAL RESERVE/ OPEN SPACE			
FR/O (Federal Reserve)		<ul style="list-style-type: none">■ Restricted access open space■ Scientific testing facilities (laboratories, offices, industrial fabrication, assembly or warehousing)■ Detonation and noise buffer zones■ Grasslands	

**TABLE 1-4
GENERAL PLAN/ZONING COMPATIBILITY MATRIX**

GENERAL PLAN DESIGNATIONS	ZONING CATEGORIES														
	RE Residential Estates 0.0 - 2.0	LDR Low Density Residential	MDR Medium Density 5.9 - 12.0	MDC Small Lot Res/Det.	RMH Mobile Home 5.9 - 12.0	HDR High Density 12.1 - 25.0	CS Community Shopping Center	NS Neighborhood Shopping Center	POM Professional Office/Medical	MO Medical Office	GHC General Highway Commercial	M1 Limited Industrial	M2 General Industrial	CBD Central Business District	A Agriculture
VL Residential Very Low 0.0 - 2.0 du/ac	■	■													
L Residential Low 2.1 - 5.8 du/ac	■	■													
M Medium Residential 5.9 - 12.0 du/ac		■	■	■	■										
H High Residential 12.1 - 25.0 du/ac			■	■	○	■									
C Commercial							■	■	■	■	■			■	
I Industrial												■	■		
PUB Public Facilities	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
P Parks	■	■	■	■		■								■	
O Open Space															■
FR/O Federal Reserve/Open Space												■	■		■
Agg Aggregate							■	■	■		■	■	■		■
Ag Agricultural															■
Urban Center			○	○		○	○	○	○	○	○	○	○	○	

■ Permitted or Conditional Use in the zone.

○ Compatibility determined at the time Specific Plan Land Use Categories are established.

■ Compatible following reclamation plan of site.

Chapter Two
CIRCULATION ELEMENT

Chapter Two

CIRCULATION ELEMENT

I. INTRODUCTION**A. Purpose**

This element presents goals and policies that: coordinate the transportation and circulation system with planned land uses; promote the efficient movement of people, goods and services within the Urban Management Planning area; use the existing systems to their fullest extent; and plan for practices that will improve the quality of the environment in the Tracy area.

This element is presented in two main sections. The first section presents the goals of the UMP, relating to the community transportation systems to the corresponding policies required to implement those goals, and to the objectives designed to provide a structure in which to work toward the goals and to measure progress. The second section describes the existing transportation systems and any changes/improvements that are already planned or currently underway. It also describes the UMP System Plans for the future. The systems covered are the roadway network, bicycle/pedestrian circulation, transit, transportation systems management, truck routes, freight rail, and air transportation.

Figures referenced may be found in the Technical Appendices of this plan. Exhibit 2-1, The Circulation Plan summarizes the consultant recommendations for a 2010 Roadway and Transit Master Plan.

B. Consistency with State Planning Law

Circulation Elements are required by State Government Code Section 65302(b) to identify "...The general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the Land Use Element...". The Circulation Element must address the establishment of infrastructure that adequately accommodates not only transportation but sewage, water, drainage, energy and communications. When combined with the provisions of the California Environmental Quality Act the circulation systems must be designed and developed to minimize adverse environmental impacts, and resource consumption, unless it is infeasible to do so while still carrying out the goals of the General Plan.

II. GOALS, POLICIES AND ACTIONS

GOAL CI 1: SAFE, WELL MAINTAINED AND INTEGRATED TRANSPORTATION SYSTEMS.

Intent: Tracy's Urban Management Plan relies on a variety of transportation modes, including passengers, vehicles, truck, pedestrian, bicycles, transit, rail and air. Each mode must allow for maximum use and efficiency. Additionally, residents and visitors of Tracy must be given a choice of travel and provided opportunities to connect between the varying means.

Policy

CI 1.1: Plan for Roadways, Truck Routes, Bikeways, Transit, Rail and Aviation that are universally consistent with the City's goals for roadways, bicycle and pedestrian circulation, transit services, rail and aviation activity.

Actions

- CI 1.1.1:** *Review Tracy 2010 Roadway Master Plan (as illustrated in the Transportation Technical Appendices) within the context of the Urban Management Plan goals for all transportation modes to assure consistency with goals for all modes of travel.*
- CI 1.1.2:** *Review Tracy 2010 Truck Route Master Plan (as illustrated in the Transportation Technical Appendices) within the context of the Urban Management Plan goals for all transportation modes to assure consistency with goals for all modes of travel.*
- CI 1.1.3:** *Revise and expand the Bikeways Master Plan in the context of the Urban Management Plan goals for all transportation modes and adopt only if consistent with goals for all modes of travel.*
- CI 1.1.4:** *Prepare Tracy 2010 Transit Services Master Plan in the context of the Urban Management Plan goals for all transportation modes and adopt only if consistent with goals for all modes of travel.*

CI 1.1.5: Utilizing the growth envisioned by the Land Use Plan and review Tracy Airport Master Plan in the context of the Urban Management Plan goals for all transportation modes to be consistent with the function of the airport.

CI 1.1.6: Conduct alternatives analysis, through the Specific Plan or Special Study Area process, to explore all alignment options within complex or significant design corridors.

Policy

CI 1.2: **Strive for consistency between the Circulation Element of the Plan and the requirements of the state-mandated Congestion Management Program (CMP) and federal and state Clean Air Acts (CAA).**

Actions

CI 1.2.1: Adopt roadway improvements and standards, Levels of Service for roadways and transit, trip reduction requirements, transportation control measures and land use/transportation monitoring techniques that address the applicable Congestion Management Plan (CMP) and Clean Air Acts (CAA) conformity requirements.

CI 1.2.2: Support and cooperate with regional multi-modal transportation planning, including highways, high-occupancy-vehicles (HOV), transit, commuter rail and aviation systems, as promulgated in the County/State Regional Transportation Plan.

CI 1.2.3 Coordinate transportation planning efforts with those of adjoining jurisdictions, including San Joaquin County, cities of Lathrop and Manteca, and Alameda and Stanislaus Counties.

Policy

CI 1.3: **Achieve a balanced multi-modal transportation system, including multi-modal corridors and nodes.**

Actions

CI 1.3.1: As it becomes available, acquire surplus Southern Pacific and Union Pacific railroad rights-of-way for use as pedestrian, bicycle, transit and/or parkway/expressway corridors and as multi-modal terminal locations, including bus/rail transit stations with ample park-and-ride lots, bicycle and pedestrian access.

CI 1.3.2: Engage in discussions with Southern Pacific concerning the potential to relocate freight rail operations from central Tracy to an east/west alignment through the planned industrial areas north of I-205. If a relocation can be accomplished, acquire the existing rights-of-way in central Tracy.

GOAL **A STREET AND HIGHWAY SYSTEM WHICH EFFICIENTLY**
CI 2: **ACCOMMODATES EXISTING TRAFFIC AND FUTURE GROWTH**
 WHILE MAINTAINING ACCEPTABLE LEVEL OF SERVICE
 STANDARDS.

Intent: Tracy is committed to a high level of service for all its public facilities, including its roadways. Transportation corridors must be monitored regularly for queues, ultimate rights-of-way should be protected or obtained and designed to allow for expansion, and traffic control devices must be maintained to allow for continuous flow.

Policy

CI 2.1: **Create a hierarchical street system in which each street serves a specific, primary function, from primarily property access for minor residential roads, to primarily through travel for expressways.**

Actions

CI 2.1.1: *Concurrent with development, implement the City's street and highway system according to the street classifications shown on the Tracy 2010 Roadway Master Plan map, found in the Transportation Technical Appendices.*

CI 2.1.2: *Construct new roadways to configurations specified in the Transportation Technical Appendices and the functional classification standards for major roadways.*

CI 2.1.3: *Preserve rights-of-way needed for roadway and freeway interchange improvements, through dedication or acquisition, as adjacent properties develop.*

CI 2.1.4: *Pursue county and state funding sources, including County Measure K sales tax revenues, and State Flexible Congestion Relief, State/Local Partnership, and Traffic Systems Management Programs.*

CI 2.1.5: *Continue the existing traffic mitigation fee to facilitate funding of transportation infrastructure, basing individual fees on a rational nexus between amount of facility use and the amount to the fee.*

CI 2.1.6: *Monitor the performance of the roadway system regularly, assess the impacts of each major new development, and update the system description with each Urban Management Plan Amendment and Update.*

Policy

CI 2.2: **Look beyond the 20-year timeframe and allow for future construction of a roadway system to accommodate all development potentials within the Urban Management Plan area.**

Actions

- CI 2.2.1: Adopt a Tracy 2050 Roadway Master Plan that recognizes all of the potential development that might occur beyond the 2010 buildout of the Urban Management Plan.*
- CI 2.2.2: Encourage City and County cooperation to establish a plan line program to preserve rights-of-way to accommodate the 2010 Land Use Plan and in anticipation of expanded urban development.*
- CI 2.2.3: Preserve rights-of-way needed for the major roadways in the Tracy 2050 Plan through dedication, purchase and purchase/lease-back programs, and specific plan lines.*
- CI 2.2.4: Update the 60-year Roadway Master Plan along with the 20-year plan as part of each Urban Management Plan update.*

Policy

- CI 2.3:** Levels of Service should meet the City standard on major streets and intersections within the Urban Management Plan Area.

Actions

- CI 2.3.1: Adopt and enforce LOS standards that are practical and understandable and that meet the City's objective to provide a high level of mobility for its residents and high levels of accessibility for its commercial and industrial areas. The City's LOS standards shall be:*

Standards:

- *LOS C within existing Tracy City limits and future streets.*
- *LOS D on streets and at intersections within one-quarter (1/4) mile of any freeway, to prevent Tracy streets from becoming attractive detours for inter-regional travel.*

Measurement Techniques:

- *For long-range planning purposes, LOS estimates will be based on estimation of peak hour conditions along major streets using future average daily traffic forecasts and standard Tracy relationships between daily traffic and peak p.m. hour traffic.*
- *For project-specific development approvals, LOS estimates will be based on direct estimation of peak hour conditions at major street intersections and will reflect the average condition prevailing throughout the peak hour of a typical weekday for all traffic using the intersection.*

- CI 2.3.2: Monitor roadway intersections to determine if Levels of Service are approaching City standards.*

- CI 2.3.3: *Require site-specific and impact area traffic studies for all major developments to determine the potential to exceed acceptable Levels of Service.*
- CI 2.3.4: *Require developers to implement the mitigation measures identified in site-specific traffic studies, in addition to making contributions to the city-wide systems through traffic impact fees or other areawide assessment.*
- CI 2.3.5: *Continue to maintain and apply the City's traffic model to monitor traffic flows and development proposals and predict changes in traffic volumes and Levels of Service.*
- CI 2.3.6: *Require mitigation measures of new development proposals as necessary, to return intersections to acceptable levels, in the event that acceptable Levels of Service are exceeded.*
- CI 2.3.7: *Permit new development projects only when circulation facilities already exist or will exist before project-related traffic causes LOS to deteriorate to unacceptable levels.*

Policy

- CI 2.4:** **Seek convenient freeway access to all areas of Tracy.**

Actions

- CI 2.4.1: *Support regional efforts to widen the freeways through Tracy.*
- CI 2.4.2: *Provide park-and-ride lots near major freeway interchanges heavily used by commuters.*
- CI 2.4.3: *Improve existing Tracy freeway interchanges and construct new interchanges as needed to accommodate growth at acceptable Levels of Service.*
- CI 2.4.4: *Use the Tracy 2010 Roadway Master Plan as a general framework in making decisions for providing access to freeways via expressways in major travel corridors by major arterials in secondary corridors and by minor arterials or rural roads in tertiary corridors.*

Policy

- CI 2.5:** **Protect residential areas from through traffic and high travel speeds, by facilitating the free flow of vehicular traffic on major arterials.**

Actions

- CI 2.5.1: *Install traffic signal coordinators to synchronize traffic signals on major City streets.*
- CI 2.5.2: *Discourage non local and commercial traffic from using local residential streets by the use of route signs and route maps for trucks and through traffic.*
- CI 2.5.3: *Enforce designated truck routes with existing governmental codes.*
- CI 2.5.4: *Restrict private access (i.e. driveways) to major arterials.*
- CI 2.5.5: *Design residential neighborhoods to make through travel possible, but circuitous and slow.*

GOAL
CI 3: MINIMIZE USE OF CITY STREETS BY INTER-REGIONAL COMMUTER TRAFFIC AND TRUCKS.

Intent: Tracy's location near three interstate highways and its regional context contributes to a high volume of non resident traffic, including trucks. Future growth, as allowed in this Urban Management Plan, must be designed so that land uses and neighborhood transportation corridors are mutually complimentary and through trips on local streets are minimized.

Policy

CI 3.1: Support regional planning and implementation efforts to improve interregional travel efficiency.

Action

CI 3.1.1: Cooperate with regional transportation agencies to study and plan for highway commuter railroad and transit improvements, including the Caltrans and San Joaquin COG, I-5 Corridor Strategic Plan, I-205 Corridor Strategic Plan and the San Joaquin County Altamont Pass Rail Study.

Policy

CI 3.2: Discourage interregional traffic from diverting from freeways onto Tracy Streets.

Action

CI 3.2.1: Adopt the location-specific LOS standards to discourage traffic detours from the freeways onto Tracy streets.

Policy

CI 3.3: Offer efficient travel alternatives for locally-generated (inter-regional) traffic.

Actions

CI 3.3.1: Cooperate with neighboring jurisdictions to develop a Tracy-area expressway system to allow locally-generated traffic to bypass congestion on I-205 and I-580 without impacting City streets.

CI 3.3.2: Use the Roadway Master Plan and functional classification system illustrated in the Transportation Technical Appendices as a general framework in planning future feasible transportation infrastructure. The system is designed to serve the greatest traffic volume corridors with the safest, most efficient facilities: freeways and expressways.

CI 3.3.3: Require that new streets be dedicated, constructed, widened or extended in accordance with the street functional classification standards found in the Transportation Technical Appendices.

Policy

- CI 3.4:** Achieve direct movement of trucks from major generators to the freeways and other inter-regional routes via streets planned and designed for heavy vehicles.

Actions

- CI 3.4.1: Use the Roadway Master Plan, functional classification system and street design guidelines identified in the Transportation Technical Appendices as general guidelines in planning future feasible transportation infrastructure.*
- CI 3.4.2: Use the Truck Route Master Plan illustrated in the Transportation Technical Appendices as a general guideline in planning future feasible transportation infrastructure.*
- CI 3.4.3: Enforce use of truck routes and restrict trucks from minor arterials, collectors and local streets.*
- CI 3.4.4: Limit new truck traffic generating uses to locations along the freeways, expressways and truck routes.*

GOAL CONSERVE AND ENHANCE SAFETY AND APPEARANCE OF
CI 4: MAJOR TRAFFIC WAYS.

Intent: Transportation corridors must be safe for travellers, as well as adjacent land uses. To promote integration of all transportation modes, each must be efficient. Finally, transportation corridors are sometimes the only contact visitors may have with Tracy; therefore, these corridors must be designed, constructed and maintained in an attractive appearance.

Policy

- CI 4.1:** Maximize traffic safety for automobile, transit, bicycle users, and pedestrians.

Actions

- CI 4.1.1: Monitor and record roadway accidents and recommend safety improvements, where needed.*
- CI 4.1.2: Separate vehicular, bicycle and pedestrian traffic, on expressways and other high-speed, heavy traffic facilities.*
- CI 4.1.3: Restrict parking near major intersections to ensure visibility and traffic safety.*
- CI 4.1.4: Design streets to meet or exceed applicable standards of Caltrans and American Association of State Highway Transportation Officials (AASHTO).*

Policy

- CI 4.2:** Through street design, minimize traffic-related impacts on adjacent land uses.

Actions

- CI 4.2.1: Provide setbacks, landscaping, berms, soundwalls, and other methods to protect adjacent land uses from safety, noise and air quality impacts associated with traffic on arterials and expressways.*
- CI 4.2.2: Restrict truck traffic to designated truck routes except for local deliveries.*

Policy

- CI 4.3:** Stress landscaping, monuments and sign controls on streets serving as gateways to the City and other streets that are important in terms of size, location and access.

Actions

- CI 4.3.1: Incorporate City street and landscape design standards for arterials, collectors, local public and private streets as part of the City's review of new developments.*
- CI 4.3.2: Allocate a share of each year's Capital Improvement Program to street maintenance, roadway improvements and traffic management hardware.*

GOAL **ENHANCED OPPORTUNITIES FOR SAFE AND CONVENIENT**
CI 5: **BICYCLE AND PEDESTRIAN TRAVEL IN AND AROUND THE CITY**
AS ALTERNATIVE MODES OF TRANSPORTATION.

Intent: Bicycle and pedestrian travel are preferred methods since both modes are accessible to virtually all populations, costs to establish and maintain such modes are minimal, and their use results in a positive environmental impact including reduced air and noise emission and the conservation of energy.

Policy

- CI 5.1:** Achieve a comprehensive system of citywide bikeways.

Actions

- CI 5.1.1: Review and revise the Bikeways Master Plan to assure consistency with the multi-modal goals of the Tracy Urban Management Plan.*
- CI 5.1.2: Promote the goals of the Bikeways Master Plan and implement the schedule contained therein.*

Policy

- CI 5.2:** Within new developments strive to include appropriate bicycle and pedestrian facilities and to connect with the community-wide Master plans for bicycle and pedestrian routes.

Actions

- CI 5.2.1: Review site design plans for adequate bicycle and pedestrian access.*
- CI 5.2.2: For large developments, consider requiring off-street bike and pedestrian*

- paths, and ensure good bikeway/walkway connections between all areas in the development.*
- CI 5.2.3: *Require bicycle parking and/or storage facilities at new development sites for commercial, employment, educational, recreational and park-and-ride land uses.*

Policy

- CI 5.3: **Plan and design a comprehensive pedestrian walkway system.**

Action

- CI 5.3.1: *Ensure the City of Tracy Street Design Standards are adhered to in roadway building and reconstruction to ensure pedestrian safety.*

- GOAL** **A BALANCED TRANSPORTATION SYSTEM WHICH ENCOURAGES**
CI 6: **THE USE OF PUBLIC TRANSIT AND HIGH OCCUPANCY**
VEHICLES.

Intent: Single occupancy vehicles are one of the most significant contributors to congested roadways and polluted air. Two methods of reducing vehicular use and its associated impacts are high occupancy vehicles and transit.

Policy

- CI 6.1: **Promote mass transit as an alternative to the automobile.**

Actions

- CI 6.1.1: *Participate in studies with San Joaquin County COG, San Joaquin County, and Caltrans to locate park-and-ride lots and other transit-related facilities within the Urban Management Plan area.*
- CI 6.1.2: *Obtain surplus railroad right-of-way for transit uses including special bus lanes or eventual light rail.*
- CI 6.1.3: *Require large developments to provide for transit with adequate street width and curb radii, bus turnouts, park-and-ride lots, and multi-modal transit centers if appropriate.*
- CI 6.1.4: *Support the County's plan to develop multi-modal rail stations throughout the County.*
- CI 6.1.5: *Support studies and plans to establish high-occupancy-vehicle lanes through the Altamont Pass.*
- CI 6.1.6: *Observe regional Congestion Management Plan Transit Standards, and cooperate with local and regional agencies and service providers in bringing about inter-connected and smooth flowing transit services.*
- CI 6.1.7: *Continue dial-a-ride as an alternative to a fixed route system.*
- CI 6.1.8: *Cooperate with the San Joaquin County COG to implement a county-wide transit plan for the establishment of inter and intra city fixed route systems.*

Policy

CI 6.2: Support new passenger rail service to the Tracy Urban Management Plan area.

Actions

CI 6.2.1: *Work with the County and the High Speed Rail Corridor Study Group formed by AB 971 to expedite provision of rail service through Tracy and over the Altamont Pass.*

CI 6.2.2: *Support studies on the feasibility of commuter rail service between Tracy and the East Bay.*

Policy

CI 6.3: Focus transit service to people dependent on transit as their primary travel mode.

Actions

CI 6.3.1: *Continue to provide dial-a-ride service at a sufficient level to meet the needs of the elderly and disabled.*

CI 6.3.2: *Implement and expand fixed-route bus service in Tracy as service area density justifies.*

**GOAL
CI 7:** A MULTI-MODAL TRANSPORTATION SYSTEM WHICH ENCOURAGES EFFICIENT USE OF EXISTING AND FUTURE FACILITIES.

Intent: A variety of transportation means are provided for in this Urban Management Plan. Efficiency will result from a system which allows for this diversified approach that does not overburden one transportation mode.

Policy

CI 7.1: Observe the requirements of the regional Congestion Management Plan Trip Reduction and Travel Demand Element.

Action

CI 7.1.1: *Develop a Tracy Trip Reduction Ordinance that meets or exceeds the requirements of the CMP.*

Policy

CI 7.2: Support development of ride-share and transit options in inter-regional commuter corridors and the establishment of transit links or multi-modal centers.

Action

- CI 7.2.1:** *Cooperate with studies and plans to develop high-occupancy-vehicle lanes and park-and-ride lots along I-580 and I-205 approaching and through the Altamont Pass and identify mutually agreeable locations for transit links.*

GOAL **EFFICIENT MOVEMENT OF TRUCK TRAFFIC THROUGH AND**
CI 8: **AROUND THE CITY WITH MINIMUM IMPACTS ON RESIDENTIAL**
AND COMMERCIAL AREAS.

Intent: The Tracy area experiences a high level of through truck traffic, as well as being both a destination and origin for a number of trucks. While the interstate highway system provides for a certain amount of regional travel, local truck routes must be established and maintained to minimize impacts on the local community.

Policy

- CI 8.1:** **Prepare a joint city/county comprehensive truck route plan for the Urban Management Plan Area.**

Actions

- CI 8.1.1:** *Review and adopt the Master Plan for designated truck routes, as presented within the Transportation Technical Appendices.*
- CI 8.1.2:** *Develop expressways as major truck facilities, connecting truck traffic generators with freeways and inter-regional destinations.*

GOAL **CONTINUATION OF RAIL SERVICE WHILE MINIMIZING**
CI 9: **RAILROAD CONFLICTS WITH THE ROADWAY SYSTEM AND**
EVOLVING URBAN FORM.

Intent: A fairly extensive freight rail system serves, and converges on Tracy. While its presence is deemed positive, it is recognized that uses that are allowed to locate along these rail lines must be designed to allow for its continued future use. Additionally, roadways must be constructed and maintained to allow for efficient use of each network.

Policy

- CI 9.1:** **Review projects for compatibility with freight rail and passenger rail, roadway design and automobile circulation.**

Actions

- CI 9.1.1:** *Review the Altamont Pass, multi-modal and downtown studies to determine if through freight rail lines should be relocated to the north of I-205 as shown in the Transportation Technical Appendices.*
- CI 9.1.2:** *Encourage railroad grade separations where warranted.*

GOAL **EFFICIENT AND CONVENIENT RELIEVER OF GENERAL**
CI 10: **AVIATION AIR TRANSPORTATION.**

Intent: Air travel is increasingly an important method of transportation. The land use chapter addresses the long-range plans associated with the location of an airport that serves the Tracy region. These policies address the shorter term of operation and development of the existing airport.

Policy

CI 10.1: **Provide for the expansion of the Tracy Municipal Airport if deemed appropriate to meet increasing demand for air travel and aircraft storage and servicing.**

Actions

CI 10.1.1: Pursue the expansion objectives of the Airport Master Plan.

CI 10.1.2: Promote development of compatible land uses for the lands in the Airport Zone.

CI 10.1.3: Support the establishment of FAA Reliever Airport status at Tracy Airport for the San Francisco Bay Area.

III. SUPPORT INFORMATION

Support information was prepared by the transportation subconsultant. This material provides background and explanation for the goals, policies and actions contained in the previous section. Additional information may be found in the subconsultant's transportation technical report found in the Technical Appendices of this plan.

A. Summary of the Tracy 2010 Roadway Master Plan

Tracy has established a high level of service (LOS) for the existing community and new development. The City and surrounding area are ringed by major freeways. This presents both opportunity and constraint due to their relatively high level of congestion. Tracy is therefore striving to provide long term traffic capacity, to meet projected growth, while maintaining its high level of service for Tracy area residents.

Existing Streets and Highways

The Transportation Technical Appendices shows the existing regional road network in the Tracy Urban Management Area, and the existing principal street system within the City itself. The major roadways within and around Tracy are briefly described below.

Interstate 580 is an eight-lane freeway that runs east-west from the San Francisco Bay Area through the Altamont Pass, then turns to a four-lane northwest-southeast alignment to

connect with I-5 south of Tracy. Tracy area access to I-580 is provided at Corral Hollow Road and Patterson Pass Road, with diamond configuration interchanges.

Interstate 205 is a four-lane freeway north of Tracy that connects I-580 to the west with I-5 to the east. I-205 interchanges currently provide the most direct access to regional transportation for all but southernmost Tracy. Access is provided at Patterson Pass Road (north-south), Eleventh Street (east-west), Grant Line Road (east-west), Tracy Boulevard (north-south), MacArthur Drive (north-south), and finally at the Eleventh Street/I-5 interchange.

Corral Hollow Road is a four lane north-south rural/urban roadway that begins north of the existing city limits and extends entirely through the city, crossing I-205 (without an interchange) it turns into two lanes from Schulte South to I-580 (with a diamond interchange), and then continuing west to the City of Livermore. At intersection of Eleventh Street right-of-way has been obtained for a future urban interchange.

Tracy Boulevard is a north-south roadway that has two lanes north of I-205 and expands to four lanes south of I-205. South of Valpico, Tracy Boulevard continues as a two-lane road to its terminus at I-580.

MacArthur Drive is a four lane north-south roadway that provides access to I-205 from Eleventh Street to the south. From Eleventh Street, the two lane roadway terminates at I-580.

Grant Line Road is a two lane east-west roadway from Byron Road on the west through the center of Tracy to Kasson Road east of Tracy. Grant Line Road is a two lane roadway in Tracy, except between O'Hara Drive and 1200 feet east of MacArthur Boulevard, where it widens to four lanes.

Eleventh Street, also known as Business 205, is a four lane east-west expressway/arterial that runs through the center of Tracy. From the partial interchange at I-205 (only westbound on and eastbound off movements allowed), Eleventh Street extends to I-5 east of Tracy.

Schulte Road is an east-west roadway that varies between two and four lanes and runs east from Patterson Pass Road to Chrisman Road. The road is discontinuous, with a break between Corral Hollow and Lammers Road.

Valpico Road is a predominantly two-lane east-west roadway that runs between Lammers Road and Chrisman Road, with a break between Tracy Boulevard and MacArthur Boulevard. Valpico Road is four lanes from Tracy Boulevard half mile westerly.

Linne Road is a two lane east-west rural roadway that runs east from Corral Hollow and terminates at Kasson Road east of Tracy.

Lammers Road is a two lane north-south rural roadway that runs from Byron to Linne Road.

Patterson Pass is a four lane rural roadway from I-205 to Schulte Road and reduces down to a two lane rural roadway as it crosses I-580.

Existing Congestion Levels

“Level of Service” is a measure of traffic flow efficiency. The Transportation Technical Appendices defines the six different Level of Service ratings normally applied to urban streets and intersections. It is the City’s policy to maintain Level of Service C conditions at all of its major intersections in peak traffic hours. As of late 1989, when traffic volumes were counted at all of the major intersections in Tracy, only three intersections operated below the Level of Service C (LOS C). These were Corral Hollow/Eleventh, Tracy Blvd./I-205 eastbound ramps, and MacArthur/Eleventh. Five operated at LOS C: Tracy Blvd./Grant Line, Tracy/Eleventh, Tracy/Centre Court, Tracy/Schulte, and Chrisman/Schulte. The remaining intersections operated at LOS A/B.

Additional traffic volume counts were taken in April 1991 to measure changes in congestion at two of Tracy’s most critical intersections between 1989 and 1991. The intersections, Corral Hollow/Eleventh and Tracy/Eleventh, show a growth of 4-5% for that one and a half-year period. The improvements at Corral Hollow/Eleventh results in LOS C or better in spite of the recent traffic increase. However, Tracy/Eleventh may reach LOS D temporarily, until other planned street improvements are completed in the area.

All of the rural county roads and freeways surrounding Tracy presently operate at LOS C or better, with one exception. The exception is I-205, which operates at LOS E/F during the peak hour commute.

Planned and Proposed Changes

The following improvements to the roadway network are either currently planned or have been identified by other jurisdictions as being necessary to accommodate projected regional traffic growth.

I-205 is to be widened to six lanes and eventually to eight lanes. Both widenings are high priorities for the San Joaquin County COG. This six-lane widening from I-580 to Eleventh Street is San Joaquin County COG’s Number 1 priority in the Regional Transportation Improvement Plan (RTIP). Further widening to eight lanes is not likely to be in place before the year 2005. Sections of I-205 already operate at unacceptable service levels (LOS E and F), and given the length of time before widenings can be expected, the freeway is likely to remain a major source of congestion within the Tracy area for the next ten to twenty years and beyond. The Circulation Program proposes a four lane arterial north of I-205 that could connect to Lathrop and provide relief to I-205. Funding for this regional route is unclear beyond the City of Tracy, but it has been suggested by Caltrans in order to relieve I-205.

Planned street improvements within Tracy are identified within the Transportation Technical Appendices. Projects include both widenings of existing streets and construction of major

new streets. The locations of the new streets and street extensions are illustrated in Figure 3 of the Technical Appendix. One extension is planned to connect MacArthur Drive at Mount Diablo Avenue to Eleventh Street. "MacArthur" will be a four-lane major arterial from Central Avenue to Eleventh Street, and ultimately a six-lane arterial from Eleventh Street to I-205. The existing MacArthur Boulevard route will be upgraded to a four-lane major arterial between Schulte Road and Valpico Road.

The City also plans to construct a number of new streets and an improved freeway interchange at Grant Line Road and I-205.

Several other improvements have been identified for San Joaquin County roads within the Urban Management Plan area. The Safeway Distribution Center EIR has identified the need to widen Patterson Pass Road to six lanes between I-205 and I-580, and Schulte Road to six lanes between Patterson Pass and Hansen Road. The Patterson Pass interchanges with I-205 and I-580 would also require expansion.

Tracy's goal is to provide a safe, well maintained, integrated transportation system throughout its Urban Management Area. The City intends to develop a roadway system that accommodates existing traffic and future growth at acceptable Levels of Service, to provide convenient access to all areas of the City, and to minimize use of City streets by through commuter traffic and heavy trucks. These goals are best accomplished through a Roadway Master Plan that incorporates a functional hierarchy of facilities, within which each class of roads is designed for specific travel needs and abutting land uses. The recommended functional classification system for Tracy roadways is described below.

Functional Classification System

The Functional Classification System is based on Highway Capacity Manual, State and Federal Guidelines. The following is a summary of the classification system detailed in the Technical Appendix and required by Action 2.1.2:

Freeways - are intended to carry traffic efficiently from one end of the Urban Management Area to the other, including inter-regional travel, and travel from Tracy to other cities and counties. They are designed for speed and safety, and they provide no direct property access. Tracy's freeway system is already in place, including I-205, I-580, and I-5.

Expressways - carry traffic for relatively long distances within the Urban Management Area (approximately three miles or longer), and provide direct access to the freeway system. Expressways are also intended to serve as the City's principal truck routes. Bicycle and pedestrian use is restricted, and property access is very limited. Three general types of expressways exist.,

- Class A is the highest-level design. It prohibits access to/from driveways and minor streets and has full interchanges at major cross streets. It is similar to a full freeway, but its interchanges and design-speeds are reduced from Caltrans and FHWA freeway

standards. A Class A expressway has a mainline design speed of 50 to 55 miles per hour and interchange ramp speeds of 25 to 30 mph, compared with a full freeway with 70 mph design speeds and 35 to 40 mph ramps. Intersection/interchange spacing would be limited to one mile intervals.

- Class B expressways have restricted access from driveways and minor side streets, but they do not have grade separated interchanges. Major cross street intersections are signalized with multiple turn lanes. The expressway receives 65% to 75% of the traffic signal "green time", and therefore 65% to 75% of the intersection capacity. Consequently, Class B expressways have 30% to 50% more capacity than major arterials with the same number of lanes. Major intersection spacing is envisioned at ½ mile intervals.
- Class C expressways have minor access restrictions, but allow left-turns to/from occasional collector streets. Major intersections are signalized, with 55% to 65% of the green time. Class C expressways are similar to major arterial streets, but their access controls and preferential treatment at intersections give them about 20% more capacity than an arterial with the same number of lanes.

Any of the three expressway types can be constructed as either four-lane or six-lane facilities. A single expressway can include a mix of expressway classes and four-lane and six-lane widths. Expressways are generally spaced four to eight miles apart, depending on the density of the arterial and freeway systems in the area. Expressways can carry traffic volumes as high as 70,000 vehicles per day.

Rural Highway - a two lane roadway which serves an accessibility function for relatively low traffic volumes. Rural highways provide cost-effective access and high speed uninterrupted travel for long distance commercial and recreational purposes.

Major Arterials - carry traffic on moderate-length trips (from one to five miles). They link expressways and freeways with facilities which provide direct property access, such as minor arterials and collectors and can range from two to six lanes in width. Property access is permitted but limited along major arterials, but at widely spaced locations and with some restrictions on turn movements at driveways. Arterials are generally spaced about one mile apart, and are suitable for truck routes as well as bicycle and pedestrian routes. Major Arterials generally carry between 20,000 and 50,000 vehicles, average daily traffic (ADT). At volumes below about 35,000 ADT, they operate at Level of Service C or better; at higher traffic volumes, Levels of Service D and E begin to occur.

Minor Arterials - provide direct property access for major traffic generators, such as shopping centers, industrial property, multi-unit residential complexes and typically range from two to four lanes in width. Minor arterials normally provide a half-mile grid within the one-mile Major Arterial grid. Typical trip lengths on minor arterials are one-half to one mile. Minor Arterials normally carry between 10,000 and 30,000 ADT. Level of Service D and E conditions begin to occur at volumes above about 20,000 ADT.

Collectors - collect traffic from local streets and cul-de-sacs within residential neighborhoods and carry it to major and minor arterials and are generally two lanes in width. Industrial and commercial collectors perform a similar function in non-residential areas. Direct property access is common, even for single-family residential units. The typical trip length on a collector is less than one-half mile. Collectors typically carry about 2,000 to about 10,000 ADT. Traffic volumes within the lower portion of this range (2,000 to 5,000 ADT) are most suitable for collectors within residential neighborhoods, and volumes at the higher end of the range are more common on commercial and industrial collectors.

Local roads - provide direct access to individual properties within residential neighborhoods and carry traffic to collector streets and minor arterials. Traffic volumes on local streets are typically very low, and through traffic is discouraged.

Descriptions of key street design features and standards for arterial, expressways, collectors and local streets may be found in the Transportation Technical Appendices of this plan, along with typical cross-sections for each functional class.

Circulation Plan

The recommended 2010 roadway system (Exhibit 2-1) for Tracy, excluding State highways, includes about 300 miles of major roadways. The 55 miles of expressways include sections of Lammers Road, Linne Road, Chrisman Road, Middle Road, and Patterson Pass Road.

The 2010 circulation system is designed to serve an Urban Management Plan area population of about 160,000 and an employment of about 70,000 people. These figures are based on the buildout of the Exhibit ES-2 Land Use Plan.

The land designated for commercial and industrial uses in the Urban Management Concept significantly exceeds the amount needed for 70,000 employees. To avoid under-sizing the roadway system, the traffic analysis has assumed that new employment will be dispersed over the available acreage at relatively low development densities rather than in compact areas near existing facilities. This assumption produces a higher level of transportation need per employee than an assumption that the development would be concentrated within only a portion of the available acres. Therefore, the 2010 roadway plan may be over-sized to meet development patterns that are most likely to occur.

The complete 2010 roadway system (excluding State highways), includes facilities that presently exist and those being constructed as part of Tracy's adopted Specific Plans, as well as facilities needed to expand the "committed" system to accommodate 2010 traffic. The "existing-plus-committed" system includes about 147 miles of rural roads, 26 miles of collectors, and 38 miles of arterials.

The difference between ultimate buildout demand for planning and the likely lesser actual demand supplied by market trends will be addressed by a plan line program which proposes to preserve or obtain adequate right-of-way for ultimate buildout but the number of lanes

required by actual demand may result in less than projected by ultimate buildout. The City and County should coordinate to prepare Specific Plan lines for each major road facility. This will preserve the right of way from development. Actual road construction will be sized to fit travel demand.

Level of Service Standards

With the exception of the freeway system, the Roadway Master Plan is designed to operate at Level of Service C through about year 2010. Due to uncertainties concerning the precise types and densities of land uses that may occur at any given location, certain short sections of roadways or certain roadway intersections may require special mitigations to assure LOS C. The traffic consultant in conjunction with City staff and in acknowledgement of limited resources identified the highest priority locations that appear to warrant close monitoring and possible corrective measures through the life of the plan include:

- Grant Line/Corral Hollow Interchange
- Grant Line/ Eleventh (east of Banta) Interchange
- Tracy/ Eleventh Interchange
- Lammers/I-205 Interchange
- Lammers/I-580 Interchange

Transportation Design Alternatives

Many of the roadway alignments are conceptual, rather than precise. As part of the process that developed the Urban Management Plan, the City and its consultants identified a set of “Special Study Areas”, that warrant more specific planning analysis beyond the General Plan process. There were twelve Special Study Areas initially identified but only one has been incorporated into the General Plan. As part of the detailed design resolution for these areas, both the land use patterns and the roadway configurations will be made more precise. The key special study areas that relate to transportation design are discussed in this section. Further Transportation Design Analysis will be required before final design resolution can be reached on the following roadway segments.

- *Downtown Specific Plan East/West Corridor.* The Eleventh Street corridor between Corral Hollow Road and MacArthur Boulevard is projected to carry about three times as much traffic in 2010 as it does today. Eleventh Street will operate at Level of Service E or F, unless it is either converted to a limited-access expressway or is supplemented with additional, parallel capacity. To keep this corridor flowing at acceptable Levels of Service and to preserve existing levels of property access, it will be necessary to establish an additional east/west facility in the area. The existing Southern Pacific right-of-way parallel to Sixth Street provides an opportunity for such a route, but only if the existing rail line can be relocated. Two options exist:

1. Shift the rail line to the south edge of the existing right-of-way and place a one-way eastbound road along the north edge of the right-of-way. Existing Eleventh Street

would become one-way westbound. This would provide acceptable levels of service and would retain existing parking and property access along Eleventh. However, the improved Level of Service would cause some inter-regional traffic to divert from I-205 through central Tracy at times when the freeway is congested. The one-way couplet formed by Eleventh and the Southern Pacific right-of-way would also force the City to consider implementing other one-way streets in the downtown area in order to minimize out-of-the-way travel for vehicles entering and leaving the area.

2. Relocate the rail line to an east/west alignment north of I-205, and use the entire existing right-of-way for street, bikeway, and possibly transitway development around the south side of downtown. The street could be developed as a four-lane expressway, providing a route around downtown for vehicles travelling from the residential areas south of downtown toward I-205. Eleventh Street could become a commercial boulevard, maintaining property access and parking.
- *Lammers Expressway connections to I-205 and Grant Line Road.* Connections within this area are heavily influenced by the existing railroad line and its potential relocation, as well as by existing transmission lines, Caltrans interchange spacing requirements, and the need to connect to Grant Line Road and the northerly extension of the Lammers expressway to Middle Road. There are a number of alternative roadway alignments that appear feasible within this area, but focused planning and engineering studies would be needed in order to select a preferred alignment.
 - *Schulte Road at Patterson Pass.* Schulte Road meets Patterson Pass in close proximity to the Patterson Pass/ I-580 interchange. For the roadway system in the area to function acceptably, the west end of Schulte Road may need to be realigned. Several options exist for this alignment and for traffic control measures in the area.
 - *The Northern Expressway.* Conceptually, this expressway would set a boundary at the northern edge of the urbanized area and could be constructed as a flood-control levy where it encroaches into the 100 year floodplain. Cal Trans has suggested the roadway to provide relief to the I-205 corridor. However, it is unclear how this roadway will be funded. Its feasibility also rests on the participation of San Joaquin County and the City of Lathrop. Additionally, two proposed developments in the County, Mountain House and Gold Rush would have an impact on this roadway. Design feasibility, environmental, and cost studies will need to be conducted in order to determine the feasibility of this expressway.
 - *Roadway alignments outside of the Urban Management Plan.* Areas east of Chrisman Road and south of the Union Pacific railroad are outside of the Urban Management area. There are several potential roadway alignment patterns that could function in the area, including one that maintains the existing north/south, east/west grid. Another option conforms more closely to the true travel "desire lines", which travel from southwest to northeast, and from northwest to southeast. These desire lines suggest aligning future

roadway extensions in the area with the existing Union Pacific and Southern Pacific rail lines. Roadway patterns and railroad crossing locations for this area will need to be evaluated in cooperation with the County and the affected railroads.

Tracy 2050 Roadway Right-of-Way Plan

The Tracy Urban Management Concept represents a 20-year plan. It does not reflect full build-out of the land within the Urban Management Plan area. The full area is not likely to build-out until the year 2050 or beyond. To avoid constraining its future planning options, the City would like to identify and protect roadway rights-of-way that will allow for the full development potential of the Urban Management area. A roadway plan designed to meet this development potential, is recommended as a basis for the City's right-of-way preservation policies.

B. Bicycle and Pedestrian Master Plan

Existing Conditions

The City has prepared a Bikeways Master Plan which was adopted in November 1992. Prior to the development of this plan, the Residential Area Specific Plan contained an interim Bikeway System based on two principles:

- 1) Schools, parks, major shopping centers, downtown, city hall, employment centers, and other important destinations should be connected by the bicycle system; and
- 2) A grid network of bicycle lanes at approximately one-half mile intervals subject to special circumstances should be planned.

The purpose of the Bikeways Master Plan is to integrate the Specific Plans that will be developed for each Urban Center and Community Area with the established areas of the City, to create a comprehensive bikeways network. It addresses the key constraints of the existing bikeways system: lack of adequate right-of-ways, conflicts with truck traffic along designated truck routes, and lack of public awareness of bicycle operation and safety. The plan defines a network of bicycle paths, lanes and routes which are linked throughout the City, and to other regional facilities. Class I, II and III facilities are included in the plan.

Pedestrian circulation is well provided for in Tracy's core business area with sidewalks and signals with pedestrian indicators. Residential streets are generally inviting to pedestrians and bicyclists, as they have smaller motor vehicle traffic volumes traveling at lower speeds. As traffic volumes increase on the major roadways within Tracy, pedestrian safety may deteriorate, and these facilities may become less inviting to pedestrians.

Planned Improvements

The Bikeways Master Plan includes a phased plan for improving existing bike routes and adding new paths.

2010 System Plan

The Bikeways Master Plan is to be the governing document for improvements to the Bikeways system.

C. 2010 Transit Service Master Plan

Para-Transit and Bus Services

The City of Tracy does not have a subsidized fixed route transit system which serves areas within the City limits. The City subsidizes a dial-a-ride para-transit service called Tracy Trans. This operation serves all areas of the City with five vans, plus one backup van each with seating for 16. The service is available to all people in Tracy, although it is used mainly by the elderly and disabled. Hours of operation are 7:00 a.m. to 7:00 p.m., Monday through Friday. Fares are 75 cents per ride, 50 cents for seniors and disabled persons. This was caused by limited capacity due to fleet age and maintenance problems. In the past several years, intensified maintenance efforts and new vehicles have improved capacity and reliability, and ridership increased.

TABLE 2-1
ANNUAL RIDERSHIP

	1988	1989	1990	1991	1992
Annual Ridership	43,171	41,117	53,428	58,411	63,392

Source: Joe Pelegirino, City of Tracy.

The City also provides a contract subsidy for elderly and disabled persons with a local taxi company to offer four taxis to serve the area. These taxis are available seven days a week, twenty-four hours a day.

County Area Transit (CAT) provides subsidized service to the elderly and disabled in the Tracy area with 3 buses seating 11-13 each. As with Tracy Trans, this is a dial-a-ride service that runs Monday through Friday, 7:00 a.m. to 5:00 p.m. Fares are \$1.00 each way. Ride requests are taken between the hours of 9:00 a.m. and 3:00 p.m., and twenty-four hour advance notice is required to schedule a ride. Ridership for the fiscal year July 1989 to June 1990 was approximately 10,000.

Greyhound Bus Lines provides intercity service to and from Tracy. Direct service is provided west to San Francisco (with stops at Oakland downtown and airport), north to

Sacramento (with stops in Manteca, Stockton and Lodi), and south to Los Angeles (with stops in Modesto, Turlock, Merced, Fresno, Tulare, and Bakersfield). About nineteen buses pass through Tracy daily. The bus stop is located on Eleventh Street approximately ¼ mile west of Tracy Boulevard.

Planned Improvements

Fixed Route Bus Transit: San Joaquin County COG, through its General Plan 2010, is promoting the development of transit terminals and park/ride facilities in Stockton, Lodi, Manteca and Tracy. In the near term (1990-2000) these facilities will be served by subsidized fixed route services linking cities within the County, and commuter/express bus services for intercity travel. Eventually, the San Joaquin County COG hopes to upgrade these terminals to inter-modal facilities, concurrent with the development of a high-speed rail system to San Francisco/Oakland and Sacramento. Bus service would continue to be expanded to provide access to smaller outlying communities and to link the various intercity system.

Commuter Rail: A corridor study for an inter-city high speed commuter rail system is planned to be conducted in the near future, sponsored by San Joaquin County with Proposition 116 and Measure K funds. This study is part of the California Corridor planning effort to provide high speed rail service between Los Angeles and Sacramento/San Francisco Bay Area. The proposed route through Tracy would follow the U.P.R.R. line.

There has also reportedly been interest in the possible use of Southern Pacific tracks for commuter service; the low freight usage of the Los Banos-Pittsburg line that runs northwest-southeast through Tracy, connecting with Brentwood, Antioch, Martinez and Oakland.

Transit Link: The potential locations for multi-modal centers where rail, buses, taxis, bicycle, pedestrian and automobiles will be linked together to allow convenient transfer between public transit are noted on Exhibit 2-1.

2010 System Plan

The Transit Plan for the twenty year planning period includes expanded subsidized local dial-a-ride bus service, working toward fixed route service connecting major destinations within the City. Bus routing would be located on expressways and major arterials within the Urban Management Plan area. These routes could be integrated with the County's planned regional bus service.

The potential for light rail should be maintained through planning and right-of-way acquisition, even though 2010 development levels are not likely to justify a light rail system.

The City should be involved in and cooperate with studies of potential high speed commuter rail to the Bay Area and Sacramento, which are ongoing under the AB 971 High Speed Rail Corridor study effort.

Prior to the establishment of commuter rail to the bay area, the City should work toward providing express bus service over the Altamont Pass, in cooperation with the County. The Urban Management Plan includes appropriate locations for Park and Ride facilities, which are best located along freeways and expressways. Any lane widenings on I-205 should be considered for exclusive High Occupancy Vehicle use during peak periods.

D. Transportation Systems Management

The City of Tracy does not have an official (TSM) policy, but utilizes the San Joaquin Council of Governments Congestion Management Program (CMP). This program will have a Transportation Control Measures element, which will be coordinated with Air Quality requirements and will probably have objectives similar to standard TSM goals, i.e. employer directives to reduce single-occupancy vehicle use, incentives for the use of vanpools and carpools, etc.

2010 System Plan

The City will work in cooperation with the CMP process as it develops, to develop a Trip Reduction Ordinance that complies with the standards set forth in the CMP.

E. Truck Routes

Existing Conditions

Within Existing Tracy City Limits: Truck routes within the existing Tracy sphere are located on major arterials and, as much as possible, truck traffic is directed away from the downtown except for deliveries. Existing truck routes also direct truck traffic away from residential areas. The north-south truck routes are along Corral Hollow Road and MacArthur Boulevard. The east-west truck routes are along Grant Line Road, Linne Road, Valpico Road (partially between Tracy Boulevard and MacArthur Boulevard) and on roads north of I-205.

Outside of Tracy City Limits: San Joaquin County does not have any designated truck routes on county roads outside of Tracy City limits. All roads are open to truck traffic except through residential areas (except to deliver) and certain roads with physical restrictions such as weight limits or low clearance. Many of these roads were originally designed as truck access from the southern industrial areas to I-205. The County will restrict truck traffic based on the City's restrictions as long as an alternative route exists. The County may also restrict the use of "supertrucks" (trucks with unusually long wheel bases) on certain streets because of increased turning radii.

Planned Improvements

When MacArthur Drive is completed, it will accommodate truck traffic from Eleventh Street to MacArthur Drive. The planned extension of Valpico Road is designed to direct truck traffic north on MacArthur Drive and away from the residential area south of Valpico Road.

2010 System Plan

Truck routes in the Tracy Urban Management Plan are located on major arterials and expressways. The current truck route system, along with the planned changes mentioned above, are incorporated into the larger area system plan. Figure 12 in the Technical Appendix illustrates these facilities. This truck route system insulates planned residential areas from excessive truck traffic to the extent possible.

F. Freight Rail

Existing Conditions

Three freight rail lines pass through Tracy. The Union Pacific (UP) line passes through southern Tracy in an east-west alignment from Sacramento/Stockton to Oakland/Milpitas. One Southern Pacific (SP) enters the area from the northeast, passes through central Tracy, and then travels northwesterly along Byron Road toward Contra Costa County. A second SP line enters central Tracy from the southeast (paralleling I-5) and leaves via the Byron Road alignment toward Antioch/Martinez. The two SP lines meet at MacArthur Drive just south of Eleventh Street. The UP line intersects the northwest/southeast SP line east of Chrisman Road between Linne and Schulte Road, at the eastern border of the Army Defense Depot.

On the average, the heaviest traffic is carried on the Southern Pacific tracks entering Tracy from the north, on the lines from Pittsburg (about 4-5 scheduled trains per day) and Lathrop/Stockton (about 12 scheduled trains per day). The Lathrop line is the main connector for Bay area trains to the main north-south route connecting Los Angeles to Stockton/Sacramento. The SP line to the west of Tracy carries about two scheduled trains per day, and the line heading southeast along Route 33 carries about one scheduled train per day, between Tracy and Fresno. The UP line carries a few trains per year during agriculture harvest periods.

Potential Changes

The City commissioned a study to compare the costs of relocating the freight line tracks from downtown to north of town or build grade separated overpasses around the existing line. The study concluded that the costs were roughly equal and recommended relocating the SP tracks that enter the City from the northeast and northwest (from Pittsburg and from Lathrop) to an east/west alignment north of I-205. This would eliminate several

railroad/automobile grade crossings in central Tracy, as well as remove a significant obstacle to cohesive growth in the downtown. The study determined that such relocation is feasible though dependent upon the political constraints of acquiring right-of-way and locating train tracks through the agriculturally designated areas of Northern Tracy. Also freight service from the Bay Area through Lathrop and throughout the Central Valley could be maintained and made more direct. Certain spurs serving Tracy would need to be retained or relocated to continue freight deliveries to Tracy customers.

Southern Pacific has sold much of the right-of-way in the central Tracy switching area. While train operations would still need to be accommodated by a fifty-foot width surrounding the train tracks, if the tracks are not relocated, the lands outside this requirement are available for acquisition. The surplus land varies in width from about 50 feet to over 400 feet.

2010 System Plan

The recommended Urban Management Area railroad plan includes the track relocation to north of I-205. This relocation would have the following benefits:

1. The plan would reduce the number of roadway/rail at-grade crossings
2. The relocated through line would pass through land planned for industrial uses, which would be most likely to use freight rail service.
3. The right-of-way made available by the relocated track could be used for an expressway to provide an excellent east-west through route for the City thus maintaining LOS C on Eleventh Street. Potentially, a light rail line could be aligned with the expressway using the tracks already present or new tracks.

G. Air Transportation

Existing Conditions

The Tracy Municipal Airport is a public two-runway facility located about 3.5 miles south of downtown Tracy. Currently encompassing approximately 307 acres, the airport's two runways are 3,680 and 3,418 feet long and are capable of accommodating light aircraft, but not large jets. One runway is lit to F.A.A. standards. The airport has a hangar capacity of 24 small aircraft, which is expandable to 92.

Planned Changes

Improvements that are in progress include: locating a Fixed Base Operator (FBO) at the airport; a new taxiway and access road to the existing hangar facility; the addition of two new navigational aids, All Weather Orientation System III (AWOS III) and a Non-Directional

Beacon (NDB) which will assist landings in inclement weather; lighting the second runway; and land acquisition for a new hangar facility.

An Airport Master Plan and Layout Plan are currently being developed which address the following planned improvements to the airport: extending the 3,680 foot runway to 5,850 feet; increasing the number of tie-downs for parking light aircraft from 204 to 599; building a new hangar complex that would increase hangar capacity to over 500; purchasing hangars; fencing and reorganization to separate aircraft and vehicular traffic; constructing a fuel farm above ground; and construction of a third runway, 3,200 feet long, if the airport reaches saturation usage. The airport already has the land necessary to build this runway. The Tracy Municipal Airport is currently under consideration by the F.A.A. to be named a reliever airport for the San Francisco Bay Area, which would substantially increase the demand for hangars and tie-downs at the airport.

Depending on if and when funding is secured, Tracy plans to commission a study of possible relocation sites for the Tracy Airport. Relocation may be desirable due to the airport's proximity to the growing Tracy core area, as well as the value of the land for aggregate mining.

Twenty-Year Service Plan

Airport growth and operation will be governed by the Airport Master Plan, and future studies of possible expansions and relocation, as discussed above.

EXHIBIT 2-1 CIRCULATION PLAN



SOURCE: Fehr & Peers Associates, Inc.

Chapter Three
PUBLIC FACILITIES & SERVICES ELEMENT

Chapter Three

PUBLIC FACILITIES & SERVICES ELEMENT

I. INTRODUCTION***A. Purpose***

This element defines policy for public facilities, services and activities in the City of Tracy including infrastructure, police and fire protection, educational facilities, civic institutions and cultural support facilities, and parks and recreation. The Land Use element designates land for public facilities and institutional uses to be reserved to serve future residents and employees. Criteria for the general location and sizing of public use and institutional facilities (such as churches, hospitals, day care, and cemeteries) are established in the Land Use Element and accompanying guidelines and implementation documents. Precise location will be established in conjunction with specific land use designations through specific plans or development permitting systems and will be coordinated with the Community Facilities Master Plans.

B. Consistency with State Planning Law

State planning law does not mandate or provide guidelines for the preparation of a public facilities and services element. However, communities in California must grapple with the issues of providing adequate infrastructure and community services to expanding populations and methods of financing these improvements. Sewer, water and other infrastructure must be planned in conjunction with land use in order to properly accommodate growth.

Community Services such as police, fire protection, libraries, and medical facilities must be efficiently staffed, managed and located to meet the needs of citizens. If a pro-active stance is taken, problems associated with a lack of responsiveness or capacity can be avoided. The evolution in public awareness regarding environment and the acknowledged costs to provide services dictates that communities must manage their resources carefully. This element sets policy direction and lists actions to be undertaken or followed to meet the basic objective of providing adequate community infrastructure and services.

II. GOALS, POLICIES AND ACTIONS

GOAL PF 1: EFFICIENT MANAGEMENT OF PUBLIC RESOURCES AND FACILITIES TO ENSURE THAT A HIGH LEVEL OF SERVICE IS MAINTAINED THROUGHOUT THE COMMUNITY.

Intent: To accommodate short-term and long-term planned development of the City of Tracy by providing adequate water supplies and an integrated system of water, wastewater, reclaimed water and storm drainage facilities to serve public needs.

Policy

PF 1.1: Optimize use of planning area resources for efficient siting of public facilities.

Actions

PF 1.1.1: *The City should expand existing facilities such as water and wastewater treatment plants to the extent possible at present locations.*

PF 1.1.2: *The City should purchase or reserve open space and development rights from agriculture lands for proposed major treatment plants and storage facilities as the need for these facilities is determined. When new development causes the need for these facilities the Infrastructure Analysis Report contained in the Appendix to the Urban Management Plan should be used as a general framework in planning for the future infrastructure needs.*

PF 1.1.3: *Future water treatment plants should be located near potential water sources and/or at naturally high topographic elevations if possible. This will reduce pumping and pipeline costs and allow for gravity distribution of treated water.*

PF 1.1.4: *Major transmission, distribution and outfall pipelines and drainage channels should be located in transportation corridor rights-of-way to the extent possible.*

PF 1.1.5: *The City should reserve designated park areas for future underground water storage reservoirs. Park facilities such as ball fields, tennis courts, and parking lots could then be built on top of the reservoirs.*

Policy 1.2: Design major facilities such as water and wastewater treatment plants for phased expansions concurrent with growth.

Actions

PF 1.2.1: *All facilities shall be adequately sized to meet growth.*

PF 1.2.2: *Design and construct pipelines and drainage channels with capacity for buildout of areas served by these facilities.*

Policy

PF 1.3: Encourage design of infrastructure to serve dual purposes.

Actions

PF 1.3.1: *Consider using wastewater outfall pipes and lift stations for reclaimed water distribution where feasible.*

PF 1.3.2: *Use storm drainage channels for disposal of excess tertiary treated wastewater effluent during winter months when demand for reclaimed water will be low.*

Policy

PF 1.4: Ensure that adequate water supply can be provided within the City's service area, concurrent with service area expansion and population growth.

Actions

PF 1.4.1: *Pursue acquisition of additional sources of water supply to meet the City's future demands. Possible sources include:*

- a) conversion of agricultural water rights to municipal and industrial uses;*
- b) increased diversions from the San Francisco Bay Delta;*
- c) acquisition of water rights from outside entities;*
- d) exchange of reclaimed water for potable water as irrigation supply.*

PF 1.4.2: *Update the City's Water Master Plan, including detailed analysis of adequacy of existing and planned water distribution and storage facilities to meet minimum pressure and flow requirements.*

PF 1.4.3: *Review the current water system maintenance program and coordinate planned water main replacements with the updated Water Master Plan.*

PF 1.4.4: *The City should upgrade its existing water System Control and Data Acquisition (SCADA) system to optimize operational efficiency and coordination of existing and proposed water system facilities.*

Policy

PF 1.5: Provide better quality water for City residents while increasing water system reliability and protecting the groundwater basin from overdraft.

Actions

PF 1.5.1: *Strive to reduce the City's reliance on groundwater supplies and shift toward maximum use of surface water supplies to meet daily water needs.*

PF 1.5.2: *In the long run try to reserve groundwater supplies for emergency use, such as water treatment facility shutdowns or short-term shortages of surface water supplies.*

- PF 1.5.3: Determine a criterion for allowing development in new areas to be the availability of adequate water supplies to serve the water demands of these areas.*
- PF 1.5.4: Comply with the Federal Safe Drinking Water Act and State Surface Water Treatment Rule.*
- PF 1.5.5: Support legislation to restrict use of groundwater within the Tracy basin and prohibit export out of the basin.*

Policy

- PF 1.6:** Water system facilities should be designed and managed for reliability during catastrophic events such as fires, power outages, droughts and earthquakes.

Actions

- PF 1.6.1: As water demands increase beyond the limits of expansion of the existing water treatment plant, the City should construct a second water treatment plant with overlapping service areas in order to provide backup and increase reliability of the overall water system.*
- PF 1.6.2: Backup emergency power systems such as diesel power or diesel generators should be provided at all essential facilities which rely on electric power.*
- PF 1.6.3: As part of the update of the Water Master Plan, the City should evaluate the adequacy of the groundwater well facilities to provide emergency supplies to the water system.*

Policy

- PF 1.7:** Provide adequate wastewater collection and treatment capacity for planned development in Tracy.

Actions

- PF 1.7.1: Develop a wastewater management strategy which evaluates expansion of the existing plant, the potential for alternative satellite treatment plants, and potential reduction of flow quantities through conservation and reuse.*
- PF 1.7.2: Update the City's Wastewater Master Plan. Include a component to analyze the feasibility of reclaimed water and the potential market for reclaimed water. The Wastewater Master Plan should incorporate a wastewater management strategy, provide detailed analysis of the adequacy of the existing and planned wastewater collection and treatment facilities for the City's expanded service area. The reclaimed water analysis market study will identify potential users and evaluate facilities and costs required to serve potential users, determine required capacities of facilities and present an implementation plan.*
- PF 1.7.3: Develop and install a System Control and Data Acquisition (SCADA) system to control wastewater treatment plant operations and reclaimed water distribution facilities as an integrated system.*

Policy

PF 1.8: Provide flood protection for wastewater treatment facilities located within the 100-year flood plain.

Actions

PF 1.8.1: Construct berms or levees around the facilities and design facilities in accordance with flood plain development standards.

PF 1.8.2: Retrofit existing facilities where needed.

Policy

PF 1.9: Use reclaimed water to reduce non-potable water demands wherever practical and feasible.

Actions

PF 1.9.1: The City should provide reclaimed water systems, including pipelines, pump stations and storage ponds, to serve primarily City-owned facilities, schools and parks as a first priority.

PF 1.9.2: The City should consider requiring dual piping systems in new residential subdivisions if it reduces the need for additional water supplies to serve specific developments and provide financial incentives or other assistance to developers to facilitate construction of dual piping systems.

Policy

PF 1.10: Create market opportunities for reclaimed water.

Actions

PF 1.10.1: Provide financial incentives to businesses and industries for use of reclaimed water for irrigation or process water such as reduced connection fees and/or water rates.

PF 1.10.2: Require use of reclaimed water or non-potable water where neighboring properties would not be affected for dust control and other uses at construction sites during water shortages.

PF 1.10.3: Establish water reuse programs to encourage and guide potential reclaimed water users.

Policy

PF 1.11: Provide effective storm drainage facilities for planned development in accordance with existing design standards.

Actions

PF 1.11.1: Update the City's existing Storm Drainage Master Plan to include a detailed analysis of the adequacy of proposed storm drainage facilities to serve the needs of future developments.

PF 1.11.2: Require designs of new storm drainage facilities to meet the requirements of the existing Storm Drainage Master Plan and Storm Drainage Design Guidelines to Residential Areas. Provide conveyance capacity sufficient to contain 100-year flood flows in the rights-of-way of major public streets and 10-year flood flows within the top of street curbs.

Policy

PF 1.12: Integrate drainage facilities with bike paths, sidewalks and landscaping.

Actions

PF 1.12.1: Provide drainage channels in transportation or environmental corridors.

PF 1.12.2: Prepare a master drainage plan which includes options for drainageway construction, detention and reclamation.

Policy

PF 1.13: Provide discharge options that make efficient use of existing facilities.

Action

PF 1.13.1: Negotiate with existing irrigation districts for use and improvement of agricultural drains as storm drainage outfalls.

**GOAL
PF 2: INTEGRATED AND INNOVATIVE SOLUTIONS FOR WASTEWATER
TREATMENT AND DISPOSAL THAT PROVIDE FOR
ENHANCEMENT OF THE NATURAL ENVIRONMENT.**

Intent: To reduce the impacts of wastewater and sludge generated by future growth on the natural environment and to further benefit the community with more aesthetic and practical solutions to waste disposal.

Policy

PF 2.1: Consider innovative options for wastewater treatment facilities to serve future development.

Actions

PF 2.1.1: Evaluate feasibility of "scalping" plant concept in which flows are diverted from trunk sewers and treated in close proximity to reclaimed water application areas.

PF 2.1.2: Evaluate the feasibility of alternative wastewater treatment methods such as the marsh-forest concept (for polishing and reuse of secondary treated effluent) or the advanced integrated pond system.

Policy

PF 2.2: Provide incentives to commercial/industrial developers to install on-site wastewater treatment and reuse systems.

Action

PF 2.2.1: *Evaluate the feasibility and effectiveness of on-site wastewater treatment systems.*

Policy

PF 2.3: **Maximize practical, feasible opportunities for land application of treated wastewater in the future.**

Actions

PF 2.3.1: *If recommended by the City-wide Wastewater Master Plan, design all new wastewater treatment facilities to provide tertiary treatment as required by the State for reclamation and reuse.*

PF 2.3.2: *Take into consideration the location of new wastewater treatment plants to allow for distribution of reclaimed water to application areas by gravity flow where feasible.*

PF 2.3.3: *To the maximum extent feasible, utilize tertiary treated wastewater for non-potable uses, such as landscape irrigation, irrigation of endangered species foraging habitat and wetlands creation/enhancement.*

PF 2.3.4: *Research options to irrigate agricultural lands outside of the City's service area and implement where feasible.*

Policy

PF 2.4: **Integrate public facilities and wastewater reclamation sites with open space/wetlands programs.**

Actions

PF 2.4.1: *Investigate the feasibility of using a reclaimed water storage pond for recreational activities.*

PF 2.4.2: *Investigate the feasibility of supplying a constructed wetlands program or enhancement/rehabilitation of existing wetlands programs with reclaimed water.*

Policy

PF 2.5: **Manage sludge disposal so as to minimize impacts to environment and public health risks.**

Actions

PF 2.5.1: *Promote alternative methods of wastewater treatment for reduced sludge generation.*

PF 2.5.2: *Develop long-term sludge disposal plan to identify sludge disposal locations for all sludge generated.*

GOAL **CULTURAL AND PUBLIC COMMUNITY SERVICES THAT**
PF 3: **IMPROVE AND MAINTAIN THE QUALITY OF LIFE FOR THE**
 RESIDENTS OF THE TRACY PLANNING AREA.

Intent: Population and economic growth causes increases in the demand for municipal services, which are important in defining the community's quality of life. The quality and provision of these facilities and services is linked to, and impacted by new growth. In particular, the amount and location of development are significant factors. However, it is difficult to establish a direct correlation between an increment of growth represented by a development proposal and the additional cost and demand for these public services. Therefore, the impacts of growth on community services, including churches, hospital facilities, museums, cemetery sites and libraries are not quantified by level of service policies. They are located in response to projected population to interact with compatible land uses, and to serve the demand generated by the projected population.

Policy

PF 3.1: **The City will meet the cultural, spiritual and health related needs of the community by designating standards for and incorporating such facilities and services in development proposals.**

Actions

- PF 3.1.1: The City shall identify and solicit funding from additional sources to supplement cultural, community and library facilities services. These may include state and federal grants, loans and donations, and sponsorships by local and national corporations, businesses and employment generators, and other private individuals and groups.*
- PF 3.1.2: The City shall work with the San Joaquin County library system to ensure that the facility is linked to information transmission facilities as they are initiated and expanded in the area, and promote the use of computer based information so they can be accessed at the library or by telecommunications.*
- PF 3.1.3: The City shall work with health care providers to assure that adequate health facilities and personnel are available to provide service at acceptable levels by periodically evaluating population growth and service delivery.*
- PF 3.1.4: Encourage a range of health related facilities in Tracy to meet the needs of the growing population, including rehabilitation centers, walk-in medical centers, clinics, and full-service hospitals.*
- PF 3.1.5: Cooperate with San Joaquin County to provide adequate regional health and public safety services.*
- PF 3.1.6: Continue to coordinate future capital improvement expenditures with the long range Capital Improvement Schedule.*
- PF 3.1.7: Capital and facility needs to serve new development will be financed by new development, and available concurrent with development of the area proposed for expansion in order to ensure adequate service levels for the future development population.*

PF 3.1.8: *The City shall encourage the planning and implementation of a cultural and performance arts program, facilities and operations.*

Policy

PF 3.2: **The City shall promote consolidation of complimentary or support services to avoid duplication of programs offered by various neighborhoods, the City and adjacent jurisdictions.**

Actions

PF 3.2.1: *Senior centers, libraries and recreation facilities shall be located in proximity of one another to allow for integrated activities.*

PF 3.2.2: *Day care centers shall be located near schools to allow for before-and-after-school care, one stop convenience for pre-school facilities for toddlers and day care for infants.*

PF 3.2.3: *Allow for shared cultural and recreational facilities between the community and the local higher educational facilities.*

PF 3.2.4: *Allow for neighborhood parks to be located adjacent to elementary schools and community parks to be located adjacent to high schools in order to promote the joint use of buildings and sports facilities.*

Policy

PF 3.3: **Provide for adequate library facilities and services consistent with community needs and coordinated with the County; and provide a focus for community activity and cultural development.**

Actions

PF 3.3.1: *The City can assist in the provision of library facilities through the provision of development and population information for long range library master plans developed for the Tracy planning area.*

PF 3.3.2: *Establish programs in literacy, computer training, audiobooks, videos, reference resources and lectures.*

PF 3.3.3: *Provide joint funding with the County for library facilities, examining other potential funding resources, including state and federal, corporate and private contributions.*

GOAL **ADEQUATE SCHOOL FACILITIES FOR ALL STUDENTS IN THE**
PF 4: **CITY OF TRACY GENERAL PLANNING AREA**

Intent: Increased development activity in the City of Tracy will cause enrollment increases in the current school district and will necessitate the establishment of new schools. To prepare for these increases and also be eligible for state school facility funds, long range master plans must be developed. The Land Use Element provides for the development of educational facilities as a part of the overall land use strategy. The Land Use Diagram is instrumental in assisting the local school district(s) and state agencies in the planning and

provision of educational facilities to achieve maximum opportunity for the education of residents of all socioeconomic levels.

Policy

PF 4.1: Provide elementary, middle, high school and higher education facilities that are centrally located to the populations they serve.

Actions

PF 4.1.1: *In cooperation with school districts, determine student generation rates for various dwelling units and building product types.*

PF 4.1.2: *School facilities shall be located in cooperation with the appropriate school districts in accordance with state and local requirements. When possible school facilities should be located in convenient proximity to neighborhood and community parks and other open space to encourage joint use facilities.*

PF 4.1.3: *Monitor the residential growth within the City of Tracy and work with local school districts to expand facilities and services to meet educational needs.*

PF 4.1.4: *The City shall keep the school districts apprised of proposed plans and development projects.*

PF 4.1.5: *Continue City/school partnership for joint use of facilities.*

PF 4.1.6: *The City shall cooperate with state and local agencies and private interests in the location and development of higher education facilities, vocational training facilities, and other advanced learning facilities.*

Policy

PF 4.2: New residential development shall be responsible for its effects on enrollment in local schools.

Action

PF 4.2.1: *The City in cooperation with school districts, shall require land dedications for the construction of new schools or in-lieu fees in accordance with state law. State and/or other funds can be used in concert with in-lieu fees to fund school site dedication and facility construction.*

GOAL ESTABLISH EDUCATION AND INFORMATION PROGRAMS FOR
PF 5: THE RESIDENTS OF THE CITY OF TRACY.

Intent: To create an avenue for public awareness and meet the education needs of the entire community, resources within the City of Tracy will be utilized for dissemination of information, adult education and work training opportunities.

Policy

PF 5.1: Establish programs for senior citizens and youth to provide information regarding area services including cultural, recreation, and public safety services.

Actions

- PF 5.1.1: Coordinate the dissemination of information regarding programs within the City of Tracy.*
- PF 5.1.2: Evaluate the appropriateness and feasibility of coordinating with the local cable company for initiation of a cable TV program to televise public meetings, provide information regarding area-wide programs and educate the general public on the functions and activities of the government within the City of Tracy.*
- PF 5.1.3: Provide emergency information and public education in the event of a disaster by developing a television override system to enable the proper authority to broadcast emergency information and an ongoing program of educational information relating to proper emergency and protective measures during a disaster.*

GOAL **PARKS AND RECREATION FACILITIES AND SERVICES THAT**
PF 6: **IMPROVE AND MAINTAIN THE QUALITY OF LIFE FOR**
RESIDENTS IN THE CITY OF TRACY.

Intent: The purpose of this goal is to provide for adequate park and open space lands to meet the needs of the projected population for the City of Tracy. The standard for the City of Tracy is 4 acres per 1,000 population. This is based on the various park classifications (neighborhood, community, regional) and national standards.

Policy

- PF 6.1:** **Ensure new development is responsible for providing sufficient neighborhood, community and regional parks.**

Actions

- PF 6.1.1: Utilize 4 acres/1,000 population as the minimum standard for land dedication of improved parkland for new development.*
- PF 6.1.2: Prepare a Parks and Recreation Master Plan for the City of Tracy planning area that defines anticipated recreational needs (based on population size, density and demographics), and establishes locations for park facilities, the timing of development and funding sources.*
- PF 6.1.3: Require development to meet at a minimum the park standards and open space requirements of the Implementation Program.*
- PF 6.1.4: Require approval by the Parks and Planning Departments for meeting requirements through standard conditions of approval.*

Policy

- PF 6.2:** **Disperse park facilities and equipment throughout the City to prevent a concentration at any location, and to meet local needs.**

Actions

- PF 6.2.1: *Neighborhood parks shall serve approximately the same population and area served by an elementary school, where feasible.*
- PF 6.2.2: *Community parks should generally serve the same population and area served by a high school.*

Policy

- PF 6.3:** **Provide for a variety of park facilities, including those developed for intense recreational activity, passive open space enjoyment, and a mixture of active and passive activities.**

Actions

- PF 6.3.1: *Require the siting of parks to take advantage of access to the regional open space network, population and employment concentrations, joint use with schools and other community facilities and to be used as buffers and links between different land uses.*
- PF 6.3.2: *Review all development projects for park siting opportunities and to ensure adequate park areas, trails and open spaces are being proposed.*
- PF 6.3.3: *Use natural elements where appropriate to enhance public open space and park facilities, i.e., channelways, hillsides, creeks, canals, etc.*

Policy

- PF 6.4:** **Assume a leadership role in San Joaquin County Regional Park Planning and Administration.**

Actions

- PF 6.4.1: *Pursue mutual (City of Tracy/County of San Joaquin) agreement on service levels and infrastructure responsibilities.*
- PF 6.4.2: *Pursue joint powers agreements on conjunctive use of school/parks facilities.*
- PF 6.4.3: *Develop and adopt a comprehensive regional park plan for the urban management plan area, in cooperation with all service providers.*

- GOAL** **ASSURE ADEQUATE PARK LAND ACQUISITION, IMPROVEMENTS**
PF 7: **AND PROGRAMS.**

Intent: The purpose of this goal is to insure that adequate measures are provided so that parklands can be fully improved to meet the needs of residents, and to establish a review and approval process that balances the desire for facilities with the need to adequately build and maintain them.

Policy

- PF 7.1:** **Ensure costs associated with parkland acquisitions and improvements are minimized.**

Actions

- PF 7.1.1: As part of a Specific Plan application, the project proponent shall submit a Parks Implementation Plan that identifies the proposed park acreage based on the General Plan standards, recreation facilities, phasing of land dedication and improvements, and maintenance responsibilities within the specific plan area.*
- PF 7.1.2: Require project proponents to dedicate land and improve parks consistent with an approved Parks Implementation Plan for the specific plan area.*
- PF 7.1.3: Establish mechanisms by which the City may accept gifts and dedications of parks, open space and facilities. Research options and prepare a procedure and standards for the city.*
- PF 7.1.4: The City shall monitor the availability of state and federal monies for recreational purposes. As funds are available, the City shall actively pursue such funds.*

**GOAL
PF 8: ADEQUATE AIR AND AIRPORT ORIENTED GROUND BASED
TRANSPORTATION FACILITIES TO SATISFY LOCAL AND
REGIONAL NEEDS.**

Intent: As communities grow, providing sufficient circulation systems to meet the demands of residents and industry in the area becomes critical to assure continued economic vitality and a high quality of life.

Policy

PF 8.1: Maintain an airport facility within the City of Tracy.

Action

PF 8.1.1: Maintain, protect and enhance a general aviation airport to service the City and surrounding communities at the present Tracy Municipal Airport Site.

III. SUPPORT INFORMATION

The Infrastructure Analysis Report for the Tracy Urban Management Plan is provided as support information to the goals, policies and actions that have been formulated to address public facilities and services. Exhibits, figures and tables have been prepared to illustrate existing facilities and facilities required to accommodate future growth. This report can be found in the Technical Appendices to this Urban Management Plan.

Chapter Four

HOUSING ELEMENT

I. INTRODUCTION

A. Purpose

The Housing Element is a comprehensive statement by the City of Tracy to facilitate development of housing that meets the needs of existing and future residents. These commitments are an expression of the statewide housing goal of “attaining decent housing and a suitable living environment for every California family” as well as a reflection of the concern of Tracy residents.

The City of Tracy is at a critical juncture - the community faces increasing growth pressures but desires to maintain its small town atmosphere. The Housing Element is an integral part of the Urban Management Plan whose central tenet is to reconcile these pressures by setting forth policies and actions to achieve planned and orderly development in the Tracy Planning Area. The Housing Element promotes balanced residential development as well as a range of housing options available to existing and future residents of the City.

The purpose of the Tracy Housing Element is to establish specific goals, policies and actions relative to the development of housing, and to adopt a five-year program of actions to be undertaken towards this end. In addition, the element identifies and analyzes housing needs, and resources and constraints to meeting these needs. The Housing Element must be consistent with, and complementary to, pertinent elements contained in this Urban Management Plan.

B. Consistency with State Planning Law

The Housing Element of the Tracy Urban Management Plan is organized into five sections. The first is an overview of the purpose and the State required components of the housing element. The remaining sections address each required component in detail.

The Housing Element discussion complies with Government Code Section 65583 and includes the following components:

- A statement of community goals, and policies relative to the maintenance, improvement and development of housing. This is accomplished in Section II of this element.
- A program which sets forth a five-year schedule of actions that the City is undertaking, or intends to undertake, in implementing the policies set forth in the Housing Element is described in Section III.
- A review of the 1982 General Plan Housing Element's goals, policies, programs and objectives to ascertain the effectiveness of each of these components, as well as of the overall effectiveness of the Housing Element. This information is covered in Section V of this element.
- An assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs. These as well as a community profile are covered in this element.

C. Citizen Participation

This Housing Element was prepared as part of the Urban Management Plan. As part of the planning process, an extensive citizen participation program was conducted. The program consisted of a number of public workshops which focused on the identification of community goals, issues and concerns. Advertisements for volunteers to participate in the preparation and review of the General Plan and the Housing Element were placed in the local paper. Several subcommittees were formed to address specific topics, including one subcommittee on housing issues. Community input from this program was utilized in the development of the Housing Element.

In preparation of the Housing Element, a number of organizations and agencies that provide housing, or housing related services, were contacted. Responses from these groups helped guide the housing needs assessment portion of the Housing Element as well as the five-year action plan.

In addition to the citizen participation program, the community as well as interested parties had the opportunity to review and provide comments on the Draft and Final Urban Management Plan during the public hearing process. A mailer titled "Tracy Tomorrow" was inserted into the local newspaper to encourage participation. The Draft and Final Housing Element has been circulated to the Department of Housing and Community Development for review and comment.

D. General Plan Consistency

California Government Code requires that General Plans contain an integrated, internally consistent set of policies. In order to ensure internal consistency is maintained, a review of all elements of the Plan has been conducted as part of the public hearing process. The Housing Element is linked to the goals, policies, and actions of the Land Use Element as well as the Circulation Element to ensure that each element supports the implementation of the entire general plan. The Urban Centers and Community Areas Concepts and Tables presented in the Land Use Element should be reviewed. With regard to assumptions, the General Plan utilizes uniform existing and projected population, employment and dwelling unit figures. This data has been generated from both City land use data and Census data.

II. GOALS, POLICIES AND ACTIONS

GOAL A DIVERSITY OF HOUSING OPPORTUNITIES THAT SATISFY THE HO 1: PHYSICAL, SOCIAL AND ECONOMIC NEEDS OF TRACY RESIDENTS.

Intent: A balanced inventory of housing in terms of unit type, cost, tenure and style promotes a range of housing options that is necessary to support an economically and socially diverse community. While the Urban Management Plan contemplates significant new development in the City, it is not to occur at the expense of the unique living environment that Tracy embodies. Improvements to existing residential neighborhoods simultaneous with new development underscores the effort to integrate future areas of the City with the character of Tracy.

Policy

HO 1.1: Ensure adequate residential sites to satisfy the housing construction need of existing and future residents.

Actions

HO 1.1.1: Pursue annexation of areas within the Sphere of Influence to provide necessary additional land to accommodate housing needs.

HO 1.1.2: Examine potential funding sources, such as Community Development Block

Grants (CDBG) and Community Development set-aside, for the purchase of land banking sites.

Policy

HO 1.2: Assist in the provision of housing for residents with special needs.

Actions

HO 1.2.1: Provide referral services to community organizations and service providers that address special needs groups.

HO 1.2.2: Evaluate options to include child care facilities in new commercial and industrial development.

HO 1.2.3: Subject to discretionary approval allow transitional facilities in residential areas and emergency shelters in commercial and industrial areas. Development of these facilities will be subject to discretionary approval.

HO 1.2.4: Encourage owners of active agricultural land to provide temporary housing for migrant farmworkers.

Policy

HO 1.3: Promote the continued maintenance and enhancement of residential areas.

Actions

HO 1.3.1: Maintain a code enforcement program to ensure building safety and integrity of residential neighborhoods.

HO 1.3.2: Identify substandard housing units in the City and assist homeowners in applying for rehabilitation assistance.

HO 1.3.3: Make available an inventory of all federal and state programs which can assist lower-income homeowners in rehabilitation efforts to properly maintain their units.

HO 1.3.4: Begin implementation of the Community Development Plan in order to improve deteriorating residential neighborhoods in the Community Development Project areas.

HO 1.3.5: Review residential development plan proposals to ensure that new construction is in accordance with design standards that will ensure the safety and integrity of each unit.

GOAL BALANCE GROWTH BETWEEN HOUSING PRODUCTION,
HO 2: EMPLOYMENT AND PROVISION OF SERVICES.

Intent: Residential development that is responsive to the built environment is important in maintaining the quality of life highly valued by Tracy residents. The adequate provision of infrastructure and services is considered a necessary precursor to residential development in order to ensure that future growth does not adversely impact the community. However, an economically diverse, viable community requires housing to support the needs of its employers and employees.

Policy

- HO 2.1:** Encourage new housing development where essential public facilities can be provided, and employment opportunities and commercial uses are available.

Actions

- HO 2.1.1 Target opportunity areas based on existing infrastructure and services, employment opportunities and commercial development, and direct residential development to these areas.*

Policy

- HO 2.2:** Provide for adequate infrastructure and services to meet demands generated by residential development.

Actions

- HO 2.2.1: Conduct a community audit identifying service and infrastructure limitations that inhibit housing production.*
- HO 2.2.2: Develop a program which will remove or reduce constraints impeding the construction of affordable housing.*
- HO 2.2.3: Require that housing developments pay or provide for its share of infrastructure improvements, except as provided as an incentive for affordable housing.*

- GOAL** **HOUSING AFFORDABLE TO ALL ECONOMIC SEGMENTS OF THE**
HO 3: **COMMUNITY.**

Intent: California is experiencing a severe housing affordability problem, as evidenced by the escalating cost of owning or renting a home. While the problem is easily identified, solutions are decidedly more complex. As the City of Tracy pursues annexation of unincorporated developing areas, it has an opportunity to engage in proactive efforts towards ensuring that affordable housing develops commensurate with overall residential growth in the City.

Policy

- HO 3.1:** Develop and implement regulatory actions that will advance the production of affordable units.

Actions

- HO 3.1.1: Adopt a Density Bonus Ordinance pursuant to Government Code Section 65915.*
- HO 3.1.2: Revise the Second Unit Ordinance to reflect current state standards.*
- HO 3.1.3 Consider a program for fee waivers, fee reductions and other assistance for affordable housing.*

Policy

HO 3.2: Facilitate the use of federal and state programs which can assist in development or purchase/rental of affordable housing.

Actions

HO 3.2.1: Support and, if appropriate, provide technical assistance to both public sector and private sector efforts in the development and financing of affordable housing.

HO 3.2.2: Cooperate with the San Joaquin Housing Authority to provide rental units or assistance to eligible tenant households.

Policy

HO 3.3: Promote and participate in efforts designed to achieve economies and efficiencies which will facilitate the production of quality, affordable housing.

Actions

HO 3.3.1: Support the use of innovative building techniques and construction materials for residential development.

HO 3.3.2: Exempt affordable housing projects from residential growth allotment permit process.

HO 3.3.3: Prioritize processing of senior citizen and affordable housing projects.

Policy

HO 3.4 Develop programs addressing the loss of assisted units because of conversion to market rate units or physical deterioration.

Action

HO 3.4.1: Coordinate with a nonprofit agency, such as the California Housing Partnership Corporation, in order to identify preference buyers for assisted units eligible for conversion, as well as to develop financing strategies to retain these units as affordable.

**GOAL
HO 4:** **EQUAL HOUSING OPPORTUNITY FOR ALL RESIDENTS OF TRACY.**

Intent: To prohibit discrimination in housing practice in accordance with national fair housing law.

Policy

HO 4.1: Encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and in the sale or rental of housing.

Actions

- HO 4.1.1: Work with the Fair Housing Commission to develop housing outreach and educational programs informing Tracy residents of fair housing law.*
- HO 4.1.2: Refer incidents of discrimination to the Fair Housing Commission for action.*

Policy

- HO 4.2: Remove regulatory constraints that impede equal opportunity to housing in the City.**

Action

- HO 4.2.1: Review and revise existing ordinances to ensure that none discriminate against any residential development or emergency shelter because of method of financing, race, sex, religion, national origin, marital status, age, or disability of its owners or intended occupants.*

GOAL COORDINATION AMONG AGENCIES THAT ADDRESS HOUSING
HO 5: ISSUES.

Intent: Effective implementation of housing programs is contingent on full coordination with federal, state and local agencies involved in the provision of housing, or housing-related services.

Policy

- HO 5.1: Coordinate with governmental agencies responsible for the administration of state and federal housing programs.**

Actions

- HO 5.1.1: Encourage the continued education of City staff on housing issues, legislative requirements and federal, state and local housing assistance programs.*
- HO 5.1.2: Monitor the introduction of state and federal housing programs and evaluate the potential usefulness of these programs to Tracy residents.*
- HO 5.1.3: Coordinate planning and growth projections with local and governmental agencies.*

III. HOUSING IMPLEMENTATION PLAN AND SCHEDULE

The Implementation Plan identifies specific actions that the City will take in implementing the goals and policies of this element. Pursuant to State Law, the Housing Implementation Plan for Tracy must be designed to accomplish the following:

- Provide adequate sites to achieve a variety and diversity of housing.
- Facilitate the development of affordable housing.
- Address and, if necessary, remove governmental constraints.

- Preserve and improve existing affordable housing stock.
- Promote equal housing opportunity.

The housing implementation programs are organized according to the above issue areas. Included in each program is a description of its primary components and a five year objective; more focused discussion is provided where the City of Tracy has experience with implementation of a particular program.

The five year objective establishes a benchmark against which program implementation efforts for each of the housing programs can be measured. In some cases, this objective is simply a continuation of current implementation efforts. However, a number of new objectives are provided in conjunction with new housing programs.

A Housing Plan Summary (Table 4-4) follows the programmatic descriptions. The matrix summarizes the intent of each program, and identifies its five year objective, funding source, agency responsible for implementation and time frame. This format provides a quick reference for document users, and facilitates evaluation of the Housing Plan in the next Housing Element cycle which shall take place in five years.

A. Provision of Adequate Housing Sites

The provision of adequate housing sites is central to satisfying the housing need of all segments of the community. The City of Tracy must provide adequate sites for the construction of 5,212 housing units through 1997 as determined by the San Joaquin County Council of Governments (SJCCOG) in its Regional Fair Share Housing Plan (RFSHP). The provision of adequate sites is a key function of the Land Use Element and Zoning Regulations.

Land Use Element/Zoning Regulations

The Land Use Element of the Urban Management Plan and the Zoning Regulations provide the planning and regulatory framework for potential development of adequate housing sites. A variety of residential development is possible in the City, ranging in density up to twenty-five units per acre excluding density bonuses. Four residential land use designations are provided by the Land Use Plan. They are summarized as follows:

TABLE 4-1
RESIDENTIAL DESIGNATIONS/DENSITIES

Symbol	Description	Density Range DU/Ac	Maximum w/25% Density Bonus	Average Density	Examples of Building Types
VL	Very Low	0.1 - 2.0	2.5	2.0	Rural Residential or Estate Lots with large single family detached homes. 1/4 ac - 1/2 ac + : lots or larger
L	Low	2.1 - 5.8	7.3	3.5	Typical Single Family Detached on lots 4,000 \pm to 16,000 sq. ft. \pm
M	Medium	5.9 - 12.0	15.0	8.0	Patio home, small lot or townhome/condos detached and/or attached buildings.
H	High	12.1 - 25.0	31.3	18.0	Townhomes, condos, multi-family, apartments, stacked flats, possibly structured parking or underground parking, 2 -3 stories

Note: Average densities are the densities used in calculations for technical studies. It should be understood the densities will vary within the range allowed, averages simply establish a reasonable base for large planning areas on a gross basis for infrastructure planning.

If the Density Bonus concept is utilized, greater residential densities may be achieved. The City of Tracy may allow up to a 25% increase in the allowed range of density, based on the project's design and ability to meet certain housing criteria.

The Land Use Plan provides for the establishment of six new Communities Areas around the existing City of Tracy. This is illustrated by the Community Areas Map in the Land Use Element. Within each of these Community Areas is an Urban Center. These Urban Centers will provide a clustering of higher intensity uses and high density residential around an "urban core" or village center. The mix of uses and densities will allow for pedestrian and transportation connections. Specific Plans will be required for all Urban Centers to provide process by which to ensure ample housing opportunities have been provided consistent with the Goals and Policies of this Element. Each of these Urban Centers are located on the Land Use Plan and are shown as an asterisk (*).

TABLE 4-2
RESIDENTIAL LAND USE SUMMARY

Symbol	Land Use	Gross Acres	Adjusted Gross Acres	% of Total Residential Acres	DUs	% of Total DUs	Population
VL	Very Low Residential	3,053	2,656	19.4	5,312	9.2	18,592
L	Low Residential	9,916	8,627	63.0	30,193	52.1	90,573
M	Medium Residential	2,394	2,083	15.2	16,664	28.8	41,660
H	High Residential	368	320	2.3	5,760	9.9	11,520
TOTAL		15,731	13,686	100%	57,929	100%	162,345

Adequate residential sites within current City boundaries, given existing and proposed density ranges, cannot be provided to accommodate the construction need as identified in the Regional Fair Share Housing Plan (RFSHP). A 1992 study indicated that only a total of 3,327 units could be built within the City boundaries. As mentioned earlier, the SJCCOG Regional Fair Share Housing Plan calls for 5,212 units through 1997. Annexation of unincorporated County land, in accordance with the Urban Management Concept and the proposed Land Use Element, is required to provide an adequate number of residential sites and a range of residential densities. Within the existing city limits vacant residential land has development agreements, vesting maps and other constraints that require the annexation of additional lands to meet the housing goals.

The Zoning Regulations provide regulatory incentives for the development of affordable housing. The Density Bonus, as noted above, allows for additional intensity in residential development. Density is considered a necessary component in providing for affordable housing. With regard to the needs of the homeless, the Zoning Regulations will be amended, as part of the General Plan Implementation Program, to permit development of emergency and transitional shelters in specified areas. As shown in Table 4-3, the City currently has 245 acres of vacant land designated for medium density residential and 33 acres of vacant land designated for high density residential. These sites can accommodate between 1,845 - 4,708 residential units. Using the averages provided in Table 4-1, 2,554 units of medium/high density housing could be developed on existing vacant land within the City limits. This land is immediately available for development.

Five Year Objective:

- Accommodate City's regional fair share of housing need as determined by SJCCOG, at 5,212 units through 1997. The breakdown of future housing units by household income group is as follows: 1,227 Very Low; 848 Low; 1,095 Moderate; and 2,042 Above Moderate.

TABLE 4-3
RESIDENTIAL INVENTORY
OF AVAILABLE SITES

Symbol	Vacant Acres			Possible Density Range With Bonus	Potential Dwelling Units		
	City Limits	Study Area	Total Acres		City Limits	Study Area	Total Units
VL	275 ¹	2,749 ₂	3,024	0.1 - 2.5	28 - 688	275 - 6,873	303 - 7,561
L	217 ¹	7,306 ²	7,523	2.1 - 7.3	456 - 1,584	15,343 - 53,334	15,799 - 54,918
M	245 ¹	1,356 ²	1,601	5.9 - 15.0	1,446 - 3,675	8,000 - 20,340	9,446 - 24,015
H	33 ¹	368 ²	401	12.1 - 31.3	399 - 1,033	4,453 - 11,518	4,852 - 12,551
TOTAL	750	11,779	12,549		2,329 - 6,980	28,071 - 92,065	30,400 - 99,045

Source: ¹ City of Tracy Community Development Department.

² Community Areas Summaries minus existing development.

Sites for Homeless and Emergency Shelters

The McHenry House provides emergency shelter and food for homeless families in Tracy. The seven room facility accommodates up to 17 people for a maximum stay of 15 days. The shelter typically serves 40 to 50 families a month. The McHenry House receives CDBG funds and has purchased an additional two units next to their site. The McHenry House also provides informal job counseling and housing referral services. Single men are not sheltered at the facility. However, the shelter, in conjunction with the Salvation Army and contingent on resources, may make one-night motel vouchers available to transients. Additional homeless shelters are available in the City of Stockton.

Tracy Interfaith Ministries provides food and clothing to homeless and transients. The organization also works with the Salvation Army to provide one-night motel vouchers. An average of 38 homeless and 13 transients are served monthly.

Five-Year Objective:

- Subject to discretionary approval, revise the City's Zoning Regulations to permit transitional housing in residential zones and emergency housing in commercial and industrial zones.

Landbanking

Landbanking is the acquisition of land by public agencies in anticipation of future development. This technique serves as a hedge against speculation and inflation as it secures land for affordable housing until further resources are available for their development. Where development of the land is not feasible, the local agency can sell the land at market rate and capture the increase in value for public use, i.e., promote affordable housing in the community.

Landbanking can be conducted with undeveloped or developed property. Sites containing dilapidated units which should be demolished and cleared, are particularly well suited for land banking, as it allows for the maximization of uses within existing residential neighborhoods. Careful planning of land banking activities throughout the city prevents the concentration of low-income housing in any one area.

Local revenues and Community Development Block Grant Funds can be used in land banking programs. Other sources include the general fund, developer fees, and the California Department of Housing and Community Development land purchasing fund. In disposing or developing the property, restrictions on use, resale and redevelopment, can be built into development conditions.

Five-Year Objective:

Develop a Landbanking Program.

*B. Affordable Housing Development**Density Bonus Program*

Pursuant to State Law, if a developer allocates: at least 20% of new residential units for lower-income households; 10% of the units for very low-income households; or 50% of the units for senior citizens, the City must either a) grant a density bonus of 25% in addition to one regulatory concession or b) provide financially equivalent incentives. The minimum reservation period for density bonus units is 10 years. This period is lengthened to 30 years if an additional incentive is granted.

Through its Zoning regulations and Housing policies the City of Tracy will continue to offer density bonuses of at least 25% or more to builders who meet the above minimum state requirements. In addition, the City will give priority growth allotment processing to projects

qualifying for the density bonus. Lower- and moderate income projects are exempt from the annual growth management allocation cap.

Five Year Objective:

- Incorporate new density bonus requirements per State Law in a density bonus program which includes provisions to ensure continued affordability of bonus units.

Mortgage Revenue Bond Financing

Mortgage revenue bonds are issued by local governments, housing authorities, redevelopment agencies and other state agencies, to support the development of multifamily or single-family housing for low- and moderate-income households.

Mortgage revenue bonds for single-family housing are issued to finance the purchase or rehabilitation of owner occupied units. Proceeds from the bond sales are used to make mortgage or rehabilitation loans to qualified low- and moderate-income buyers. The bonds enable the issuer to offer low-interest loans, thereby increasing ownership opportunities for households who have difficulties in obtaining traditional financing. The bonds are serviced and repaid from the property owner's mortgage payments.

Multi-family mortgage revenue bonds are used to finance construction and mortgage loans, as well as capital improvements for multifamily housing. Federal law requires 20% of the units in an assisted project be reserved for lower income households. Additional state requirements regarding set-aside units are imposed on the project.

The City of Tracy has utilized both single-family and multi-family Mortgage Revenue Bond Programs. The single-family Mortgage Credit Certificate Program is administered for the City by the Housing Authority of the County of San Joaquin. Thirteen certificates were utilized in the City of Tracy by low/moderate income families under this program. Sycamore Village, a 308 unit apartment complex, was funded utilizing multi-family Mortgage Revenue Bonds. Thirty units were reserved for very low income families and thirty-one units for low income families. Many of the remaining units are utilized by moderate income families although the units are not restricted.

Five Year Objective:

- Ensure that fifteen (15%) percent of all housing developed in the Redevelopment Area is affordable to low and moderate income persons and families and six (6%) percent of all housing is affordable to the very low income.

Equity Sharing

Equity sharing allows lower-income households to purchase a home by sharing the cost of home ownership with an investor-sponsor. The investor and occupant combine resources for the down payment and subsequent house payments. At time of sale the equity earned from appreciation of the unit is split between the occupant and the investor/sponsor, according to a pre-arranged agreement.

This program is flexible and can be tailored to the individual needs of investors and occupants. Current investors in the equity sharing programs include the Department of Housing and Community Development, local government, private developers and lenders, and non-profit agencies.

Five Year Objective:

- The City will work with local groups to offer shared equity programs as an option for low and moderate income households. The objective is ten shared equity housing purchases.

Second Units

A second unit is a self-contained living unit that is either attached to, detached from, or incorporated into the primary residential unit. Both the primary and the second units are located on a single parcel. The unit has cooking, sleeping and full sanitation facilities. Second units frequently rent for less than apartments of comparable size. Second units also make use of existing infrastructure, underutilized space on the parcel and provide supplemental income to the property owner.

Government Code Section 65852.2 requires that local government take one of three actions regarding second units: 1) adopt an ordinance allowing second units in single and multi-family zoning districts; 2) adopt an ordinance prohibiting second units provided certain findings are made; or 3) allow second units under specific conditions provided in the law. Government Code Section 65852.1 authorizes localities to grant a zoning variance, special use permit, or conditional use permit for a second unit if the dwelling is intended for the sole occupancy of either one or two adults over the age of 62. The floor area maximums for attached units is established by State Law at 30 percent of the existing living area for attached second units and 1,200 square feet for detached units.

The City currently has a second unit ordinance. The ordinance will be modified to reflect new state requirements.

Federal and State Affordable Housing Programs

In addition to the programs previously listed, the City is actively pursuing other Federal and State programs to help develop affordable housing. As part of the San Joaquin County

Consortium, the City has been allocated \$108,000 in 1992-93 HOME Program Funds and \$71,696 in 1993-94 HOME funds. It is anticipated that these funds will be utilized to provide new multi-family housing for low and very low income residents. The City is also pursuing, through a local non-profit developer, receipt of federal tax credits as well as Affordable Housing Program subsidies available from the Federal Home Loan Bank Board. A consortium of local banks, utilizing incentives available under the Community Reinvestment Act has also been working with the City to provide the most beneficial programs available for new construction of affordable housing. Although the State does not currently have programs available to the City of Tracy, the City will continue to monitor legislation and seek funding as it becomes available.

Five Year Objective:

- Amend existing Second Unit Ordinance to be consistent with State Law.

C. Removal of Governmental Constraints

Growth Management Allocation Process Exemption

The Residential Growth Management Plan Ordinance was passed by City Council in 1987 to ensure that sufficient municipal and school services would be available for all new development. The ordinance limits residential growth to 1,200 units per year (although exceptions are allowed as long as the average is no more than 1,500 per year). Applications for growth management allotments (one per unit) must be received by the City by the first Friday in January for each calendar year. Awards of allotments are typically made by April of the same year. Allotments must then be secured by paying thirty-three (33%) percent of all required capital improvement fees. These allotments may then be used in the following calendar year, or anytime thereafter, to obtain a building permit. All remaining fees are paid when the building permit is issued.

Five Year Objective:

- Continue to grant exemptions for portions of residential development projects including very low, low and moderate income housing units.

Modify Development Standards

Through the PUD process and other discretionary actions the City of Tracy can modify or reduce development standards such as parking requirements to make high density residential more efficient and therefore more affordable to low income groups. Developers can be provided with incentives at the site development level in order to encourage affordable housing.

The City's parking code requires two (2) enclosed non-tandem parking spaces for every single-family dwelling unit or duplex. In the case of low income housing, one of the spaces need not be enclosed. Multi-family residential requires one and one-half (1 1/2) spaces for every studio or one bedroom unit and two (2) spaces for every unit with two or more bedrooms. One space per unit must be covered. One additional space marked "guest" must be provided for every five (5) units. Through the PUD process, a developer of low/moderate income housing could request that these standards be modified.

Multi-family projects are subject to the City's development review process, through which the architecture, site plan, landscaping and other design characteristics of the project are evaluated as they relate to existing and proposed structures in the area and for consistency with the City's parking, landscaping and other design standards.

Residential subdivisions are required to construct or finance public right-of-way improvements to serve the project, including but not limited to streets, curbs, gutters, sidewalks, street trees, street lights, fire hydrants, sewer, water and drainage lines and other standard right-of-way improvements.

If a residential project is constructed on property that already has improved public right-of-way frontage that requires no additional right-of-way dedication, the property owner is required to construct improvements to the right-of-way to the extent that (1) the existing improvements are deficient or damaged and (2) the required improvements do not exceed twenty-five (25%) percent of the valuation of the on-site project improvements. Through the PUD process, however, a developer of low/moderate income housing could request that these standards be modified.

Five Year Objective:

- Negotiate specific development standards through the PUD process, as determined appropriate, for affordable housing development if such an action would not adversely affect surrounding properties.

Development Fees

Adjustments to development fees can provide a direct incentive to encourage affordable housing.

Five Year Objective:

- Consider reduction of development fees and taxes as appropriate to facilitate affordable housing developments.

D. Conserve and Improve Existing Affordable Housing

Preservation of At-Risk Units

Table 4-23 identifies all assisted, multi-family units in Tracy that are eligible to convert to market rate within ten years. As shown in the Table, 221 units are at risk of conversion. All of these units are eligible to convert within the planning period, i.e., before July, 1997.

LIHPRHA Eligible Projects: "Village Garden" and "Village Apartments" provide more than two-thirds of the total assisted housing in Tracy. Both of these complexes received a combination of Section 236 and Section 8 assistance. Both owners have renewed their Section 8 contracts which expired in July of 1991. These projects are subject to the Low Income Housing Preservation and Residential Homeownership Act (LIHPRHA), which limits owners of Section 202 and 236 projects ability to prepay their mortgages.

One of three scenarios may occur with respect to Village Garden and Village Apartments:

1. the owner may attempt to prepay;
2. the owner will stay in the program with incentives;
3. the owners attempts to sell the project.

In each of these instances, the City will have the opportunity to influence the preservation of the affordable units.

In order for the property owners to prepay their mortgages, a finding that prepayment will not result in economic hardship or displacement of tenants, and does not decrease the overall supply of affordable housing must be made. Additionally, the owners must show that an 8 percent return on the recalculated equity of the projects could not be achieved without exceeding 120 percent of local market area rents. In the event the owner attempts to prepay, the City will submit information to HUD as to the role of these projects in responding to demand for low-income housing in the Tracy area.

If the owners elect to stay in the program, the City will participate in the appraisal process in order to identify rehabilitation needs. These costs could be covered through HUD funding.

In the event that the owners elect to sell the project to a non-profit organization, the City will facilitate this purchase through commitment of CDBG funding to cover pre-acquisition costs incurred by the interested organization.

Multi-family Revenue Bond Units: The 61 low income units are not subject to federal, state or local legislation that would restrict their conversion to market rate. The City will consider providing incentives to the property owner in exchange for a commitment to retain the units as affordable to low-income households. The City will also consider providing

direct tenant subsidies should the owner place the units at market-rate rents.

Five Year Objective:

- Preserve the units at Village Garden and Village Apartments through LIHPRHA process. Provide incentives to the owner of Sycamore Village to retain the 61 set-aside units as affordable. Consider providing tenant-based subsidies for the set-aside units if the owner converts these units to market rate.

Residential Rehabilitation Program

Through the Community Development Block Grant (CDBG) program, the federal Department of Housing and Urban Development (HUD) provides funds to local governments for a wide range of community development activities which benefit lower income households. Tracy utilized \$160,000 of its CDBG funding to establish its Neighborhood Preservation Program. This residential rehabilitation program is available to low and moderate income households. An estimated three to four units are rehabilitated yearly under this program. In 1992 there were 30 outstanding rehabilitation loans. Monies from these loans are used to fund additional rehabilitation efforts.

Five Year Objective:

- The five year objective for affordable housing is to continue to allocate CDBG funds to the Neighborhood Preservation Program and seek additional funds so that an average of ten units per year can be rehabilitated over the five year period. A target of 50 percent for lower income households, or 5 households, is established for this program yearly. The remaining 5 rehabilitation loans are targeted for Moderate income households.

Federal Section 8 Rental Assistance Payments/Housing Vouchers

The Section 8 rental assistance program extends rental subsidies to low income families which spend more than 30 percent of their monthly income on rent. The subsidy represents the difference between the excess of 30 percent of the recipient's monthly income and the federally approved fair market rents (FMR). In general, the FMR for an area is the amount that would be needed to rent privately owned, decent, safe and sanitary rental housing.

There are two forms of rental assistance available under Section 8: the certificate and voucher programs. Under the certificate program, the landowner enters into a contract with the local Housing Authority which limits rent for the low-income unit to the FMR. The rent for units under the voucher program are not limited. The tenant, however, must pay the difference between the FMR standard and the actual rent. Both subsidies are paid directly to the landlord.

The San Joaquin County Housing Authority administers the Section 8 Certificate/Voucher Program. As of December, 1991, there were 43 contract Section 8 units in the City and one unit in the unincorporated area near the City. As of November, 1992 the waiting list for subsidized units in the County was 4,305 households.

The Countywide waiting period for Section 8 housing assistance is approximately two to three years. The Housing Authority indicates that the most pressing demand in the County is for two and three bedroom units.

Five Year Objective:

- Continue to subsidize 43 households and expand subsidies where feasible. Encourage apartment owners to list available rental units with the San Joaquin Housing Authority.

Public Housing

The San Joaquin County Housing Authority operates several low-rent housing projects in the City of Tracy. The housing projects include senior citizen housing, multi-family housing and duplexes, and provide a total of 195 units.

According to the Housing Authority, the waiting list for placement in conventional housing projects is approximately 160 persons. This wait corresponds to an estimated two year waiting period for federal preference applicants, and longer for non-preference applicants. Preference for selection is based on the following criteria:

1. involuntarily displacement;
2. living in substandard housing; or
3. paying more than 50 percent of monthly income for rent plus utilities.

Five Year Objective:

- Provide referral services for prospective applicants to the Housing Authority. Work with the Housing Authority in seeking additional state and federal housing funds.

Shared Housing

A shared housing program assists persons with special housing needs (i.e., single parents, elderly) in finding others with whom they can share their existing housing unit. Benefits of this program are fuller utilization of existing housing stock, increased companionship and security, reduction in housing costs and decreased demand for new housing units.

Local social service organizations can assist seniors or single parents in finding a shared housing match through their contacts with senior groups, local landlords and vacancy listing. The City will identify social service organizations that perform this function and provide referral services.

Five Year Objective:

- Work with local groups, such as senior citizen services group, to establish a Shared Housing Program. The City will work with such groups in securing CDBG funding on behalf of the organization. The objective is a matching of 15 to 20 residents each year; a target of 10 matches yearly for low income households, at least 4 of which are Very Low is also established.

Redevelopment Set-Aside

State Redevelopment Law provides a mechanism by which cities and counties can establish a redevelopment agency. The Agency's primary purpose is to provide the legal and financial mechanism necessary to address blighted conditions in the community through the formation of redevelopment project area(s). Tax increment financing is considered the most useful implementation tool of the Redevelopment Agency. This technique allows the assessed property valuation within the Redevelopment Project Area to be frozen at its current assessed level when the Redevelopment Plan is adopted. When the property is improved or resold, the annual tax increment revenue generated from valuation increases above the frozen level is returned to the redevelopment agency to finance Project costs.

Redevelopment Law specifies three requirements in relation to low and moderate income housing: (1) not less than 20 percent of all property tax increment revenues are to be used for purposes of increasing supply of very low, low and moderate income housing; (2) replacement of low and moderate income housing destroyed as a result of redevelopment project; and (3) a portion of all housing constructed in redevelopment project area be affordable to low and moderate income households. The redevelopment set-aside can be a significant source of funding for local housing programs.

The City of Tracy established a Redevelopment Agency in July, 1990. No projects have been implemented thus far in the designated redevelopment areas. However, an implementation plan is being prepared.

Five Year Objective:

- Begin implementation of the Redevelopment Plan, and establish an expenditure plan for future set-aside monies.

E. Promote Equal Housing Opportunity

Fair Housing

The Stockton-San Joaquin Community Housing Resource Board was organized by HUD in the late 1970's to act in an advisory and resource capacity to the Stockton Board of Realtors in implementing the voluntary affirmative marketing agreement (VAMA) developed between HUD and the National Association of Realtors. Through the VAMA program, realtors have agreed to promote equal housing. The Community Housing Resource Board supports this agreement by educating members of the real estate industry, homeowners and homebuyers on Title VIII of the Civil Rights Act of 1968 and other non-discrimination laws.

The Fair Housing Office is a part of the Community Resource Board and provides the following services: educational service on rights and responsibilities of tenants and landlords; counseling and referral services; tenant-landlord mediation; and outreach and information to low and moderate income residents concerning housing assistance. The Fair Housing Office serves the cities and unincorporated areas of San Joaquin County, with the exception of Lodi which maintains its own Fair Housing Office.

The City of Tracy contributes part of its CDBG funds to the Fair Housing Office. In addition, the City maintains current information on state and federal housing law. Discrimination complaints received by the City are referred to the Fair Housing Office for appropriate action.

Five Year Objective:

- Continue to support Fair Housing Office and provide referral service.

F. Housing Element Monitoring and Reporting

Annual Reporting

An annual review of the Housing Element will be conducted pursuant to State law. The purpose of this review is to ensure the Element retains its viability and usefulness.

The City will develop a monitoring program and report on implementation progress of the housing programs contained in this document to the City Council. The report will include a quantification of progress in meeting the City's share of the regional housing need. The report will be forwarded to HCD within one month of presentation to the City Council.

Five Year Objective:

- Develop a monitoring program and report annually to the City Council on implementation of housing programs. Forward this report to HCD.

**TABLE 4-4
HOUSING PLAN SUMMARY**

Housing Program	Program Intent	5-Yr. Objective (# Units to be Assisted)	Funding Source	Responsible Agency	Time Frame
PROVISION OF ADEQUATE HOUSING SITES					
Land Use Element/ Zoning Regulations	Provide a range of residential development opportunities through appropriate land use and zoning designations.	Accommodate City's regional fair share of housing need determined at 5,212 units through 1997. The break-down of future housing units by household income group is as follows: 1,227 Very Low; 848 Low; 1,095 Moderate; and 2,042 Above Moderate.	None necessary	City	Five years
Sites for Homeless and Emergency Shelters	Provide adequate sites for homeless and emergency housing.	Revise the City's Zoning Regulations to permit transitional housing in residential zones and emergency housing in commercial and industrial zones. These uses will be subject to discretionary approval.	None necessary	City	Revise within one year.
Landbanking	Acquire sites (or funds) for future affordable housing development.	Develop a Landbanking Program.	Tax-Increment Set-Aside, CDBG, General Fund, in-lieu fees.	City	Three years
ASSIST IN DEVELOPMENT OF AFFORDABLE HOUSING					
Density Bonus Program	Encourage development of housing for low income households through density bonuses as required by State Law.	Incorporate density bonus program into Zoning Regulations.	Department Budget	City	One year
Mortgage Revenue Bond Financing	Increase supply of rental and ownership units affordable to low and moderate income households.	Establish a Single Family Mortgage Revenue Bond Program and advertise its availability along with the existing Multifamily Revenue Bond Program. Determine the demand for this financing technique and apply for these funds as necessary through the State.	None necessary	City	Ongoing
Equity Sharing	Increase homeownership opportunities for low and moderate income households.	The City will work with local groups to offer shared equity programs as an option for low and moderate income households. The objective is ten shared equity housing purchases.	Private lenders; Non-profits	City	Five years
Second Units	Provide increased affordable housing opportunities for seniors and low to moderate income households.	Amend Second Unit Ordinance pursuant to State Law.	None necessary	City	One year
GOVERNMENTAL CONSTRAINTS					
Growth Management Allocation Exemption	Ensure that the Growth Management Allocation Process does not inhibit development of affordable housing.	Continue to grant exemptions for portions of residential development projects including very low, low and moderate income housing units.	Department Budget	City	Ongoing
Modify Development Standards	Reduce housing costs by reducing development standards such as parking requirements, and set-backs.	Waive specific development standards, as determined appropriate, for affordable housing development if such an action would not adversely affect surrounding properties.	General Fund	City	Ongoing
Development Fees	Provide direct economic incentives to developers of affordable housing.	Reduce development fees and taxes as appropriate to facilitate affordable housing developments.	General Fund	City	Ongoing

CONSERVE AND IMPROVE EXISTING AFFORDABLE HOUSING

Preservation of At-Risk Units	Conserve affordable housing in the City.	Preserve the units at Village Garden and Village Apartments through LIHPRHA process. Provide incentives to the owner of Sycamore Village to retain set-aside units as affordable. Consider providing tenant-based subsidies for the set-aside units if the owner chooses to convert to market rate.	HUD; CDBG	HUD; City; Non-profit organizations	Five Years
Residential Rehabilitation Program	Provide rehabilitation assistance to qualified households.	Continue to allocate CDBG funds to the Neighborhood Preservation Program. Seek additional funds so that an average of ten units per year can be rehabilitated over the five year period. A yearly target of 60 percent of all loans to lower income households is established. The remaining 5 are targeted for Moderate income households.	CDBG	City	Ongoing
Section 8 Housing Certificates/Voucher	Continue to expand rental subsidies to qualified applicants. Encourage listing of rental units with San Joaquin County Housing Authority.	Continue to subsidize 33 households and expand subsidies where feasible.	HUD	City	Ongoing
Public Housing	Support conventional public housing program in San Joaquin County.	Provide referral services for prospective applicants to the Housing Authority. Work with the housing authority in seeking state and federal housing funds for additional subsidized units.	HUD	City	Ongoing
Shared Housing	Assist seniors and limited income persons through shared housing.	Work with local groups, such as senior citizen services group, to establish a Shared Housing Program. The City will work with such groups in securing CDBG funding on behalf of the organization. The objective is a matching of 15 to 20 residents each year; a target of 10 matches yearly for low income households, at least 4 of which are Very Low is also established.	CDBG; Department Budget as necessary	City	Establish in two years
Redevelopment Set-aside	Source of funds for a number of affordable housing programs including land banking; rehabilitation loans.	Begin implementation of the adopted Redevelopment Plan. Establish expenditure plan for utilization of future set-aside monies.	Tax Increment Set-aside funds	City	Expenditure Plan in two years

EQUAL HOUSING OPPORTUNITY

Fair Housing Opportunity Services	Reduce the effects of discrimination and ensure that housing programs implemented by the City are not discriminatory.	Continue to support Fair Housing Office and provide referral service.	CDBG	City	Ongoing
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HOUSING ELEMENT AND MONITORING

Annual Reporting	Ensure that the Housing Element retains its viability and usefulness through annual reviews and monitoring.	Develop monitoring program and report to the City Council on implementation progress. Forward monitoring report to HCD.	None necessary	City	Yearly
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IV. QUANTIFIED OBJECTIVES

State Housing Law requires cities and counties to identify the minimum number of housing units that may be constructed, rehabilitated, or preserved over the planning period, by income classification, e.g. Very Low and Lower. The quantified objectives for the City of Tracy are summarized below. The objectives correspond to the five year objectives listed after each housing program description and to the objective contained in the Housing Plan.

TABLE 4-5
QUANTIFIED OBJECTIVES 1992-1997

Program	Very Low	Lower	Moderate	Above Moderate
NEW CONSTRUCTION*				
Total New Construction	30	30	---	---
PRESERVATION				
Preservation of At-Risk Units	72 ¹ 88 ² 31 ³	30	--	--
Section 8 Units	33 ⁴	--	--	--
Shared Housing	4	6	--	--
Total Preservation	228	36	--	--
REHABILITATION¹				
Residential Rehabilitation	25	25	--	--
Total Rehabilitation	25	25	--	--
TOTAL	263	71		

Source: *City of Tracy

¹ Village Apartments

² Village Gardens

³ Sycamore Village

⁴ Sycamore Village

The primary constraint to the provision of affordable housing in the City of Tracy is the availability of funds. The City is currently working with a non-profit developer to provide thirty-six (36) units of affordable housing for low and very low income residents. The financing package for this project includes the City's entire Redevelopment housing set aside for two (2) years (\$400,000), a Federal tax credit application in the maximum amount possible (\$2,697,457), an Affordable Housing Program from San Joaquin County subsidy for \$300,000, over \$474,000 from Federal HOME funds and attractive local bank financing of discounted loan fees and interest rates. Even with this subsidy the project still has a financing gap. The City is pulling together financing from every possible source. Unless new funding sources become available sixty (60) units are the maximum number of new affordable units that can be developed over the five year period. The San Joaquin County Council of Governments (COG) Fair Share allocation of 5,212 units divided over the next five years results in a need for over 1,042 units per year. This is substantially more than the City of Tracy has averaged for new construction of all units in the past five (5) years.

V. SUPPORT INFORMATION

A. *Evaluation of the 1988-1992 Housing Element*

Three levels of analysis and evaluation must be performed in the review of the previous Housing Element. First, how effective was the previous housing program in meeting the goals and objective it had set. Secondly, the Implementation Program should be evaluated to better understand what measures have worked and which have not and what progress has been made. Ineffective implementation measures should be questioned, revised or perhaps discarded in favor of new measures. Lastly, the appropriateness of the new housing program should be reviewed to highlight how the new program responds to the successes and failures of the previous program.

Effectiveness of Element:

A total of 3,519 building permits have been issued in the City of Tracy since 1988. This number exceeds the total construction need as identified by the RFSH of 2,237 for the years 1988 to 1992 by 966 units. However, the City did not meet the ECU limit of 1,200 units per year. The following table is a breakdown of the total number of residential permits by unit type issued during the last 5 year planning period.

TABLE 4-6
RESIDENTIAL UNITS ISSUED 1988-1992

Unit Type	1988	1989	1990	1991	1992
Single-Family	703	1,390	714	502	650
Multi-Family	25	7	13	---	---
Multiplex*	---	---	---	3	---
Total	728	1,397	727	505	650

*Refers to duplex or triplex.

Source: Gruen Gruen Report, April 1991.

The potential economic groups served by the unit types are moderate or above moderate income for single-family units; moderate income for the multiplex units; and very low, low, or moderate income for the multifamily units.

Progress In Implementation:

Table 4-7 summarizes the programs and proposed implementation actions contained in the 1988 Housing Element, and indicates the level of achievement for each program.

TABLE 4-7
EVALUATION OF HOUSING ELEMENT PROGRAMS 1988-1992

	Program	Objective	Level of Achievement
1.	New Construction	Potential for 1,200 dwellings per year for five years (6,000 units total) under ECU limits.	Building permits issued for 4,007 units since 1988.
2.	Low and Moderate-Income	Very Low Income 200 units Lower Income 400 units Moderate Income 800 units	Potential income groups served by units for which permits issued are: 45 units for very low, low and moderate income households. 3,158 for moderate and above moderate income households.
3.	Conservation and Improvement of Existing Homes	Continuation of housing rehabilitation program to improve the existing housing stock.	An estimated 3 to 4 housing units are rehabilitated yearly.
4.	Reactivate Redevelopment Agency	Study the feasibility of establishing redevelopment area.	Community Development Project Area Plan adopted in 1980.
5.	Nonprofit Housing Sponsor	Work with a nonprofit housing sponsor to develop one or more self-help housing projects and to rehabilitate homes for lower-income households.	Non-profit sponsor not identified.
6.	Removal of Constraints to Housing Production	Utilize a number of strategies to provide lower-cost housing without subsidy.	Continuation of existing City Policy. Ordinance amended per State law. No requests for second units.
7.	Second Units	Amend Second Unit Ordinance to incorporate more flexible standards for second units.	Second Unit Ordinance amended per State law.
8.	Mortgage Bonds and Tax-exempt Financing	Two bond packages over the next five years to support development of multi-family rental or ownership projects which include units affordable to lower- and moderate-income households.	Sycamore Village was refinanced. Changes in tax law cited as reason for low interest by developers in this financing mechanism.
9.	Density Bonus Program	Continue to offer density bonus to builders who reserve 25 percent of development for lower and moderate income households.	Bonuses provided per State Law.
10.	Use of State/Federal Subsidy Programs	Continue to use and assist private builders in applying for grants, low interest loans or loan insurance under various state and federal programs.	Information available to developers and builders.
11.	Employer Housing Incentives	Develop incentive program for commercial and industrial developers who assist in meeting housing needs of low and moderate-income households.	Program not developed.
12.	Conserving Affordable Rentals	Develop Condominium Conversion Ordinance if vacancy rate falls below 5 percent for more than one year.	No requests for Condominium Conversion received during planning period. Need for Ordinance not identified.
13.	Fair Housing	Maintain a referral service for housing discrimination complaints.	The City allocates a portion of its CDBG funds to the San Joaquin County Fair Housing Office and also provides referral services.
14.	Homeless Needs	Adopt Homeless Shelter Ordinance which allows for establishment of emergency shelters in commercial or multifamily high density zones.	Ordinance not adopted.
15.	Energy Conservation	Continue to administer state and local energy conservation requirements for new residential construction and subdivisions.	Ongoing program.

Source: City of Tracy Planning Department 1992.

The lack of sufficient funding to assist the development of affordable housing was cited as a contributing factor of the City of Tracy's inability to meet the objectives established in the 1988 Housing Element.

The City of Tracy has worked towards providing opportunities for affordable housing, although the economic and fiscal conditions of 1991 and 1992 did not encourage the construction of affordable housing. No requests were made for density bonuses, and of the approvals made for higher density affordable projects, none have been built.

Appropriateness:

The 1993 Housing Element is significantly different from its previous counterpart. The City of Tracy is on the brink of major transition from a relatively small rural town, to an economically diverse, populous suburban community. Goals and Policies reflect this new direction and are proactive in establishing housing programs that promote an integrated, balanced community.

B. Demographics and Assessment of Housing

Unlike the other elements of this General Plan Policy Document, the Housing Element is required to be more complete with regards to the inclusion of relevant information, to allow analysis of the element on its own. The Housing Assessment section reviews housing costs, needs, and special assistance groups, analyze what resources are available to meet the needs, and lastly reviews constraints to the development of affordable housing. A combination of monetary sources will be needed to provide low, moderate income affordable housing.

1. Community Profile

Demographics

Population Trends: The City of Tracy is one of seven cities located in San Joaquin County. The County is experiencing tremendous growth and is believed by many population forecasters to be the fastest growing region in the State of California. Tracy reflects this regional population trend as it is one of the fastest growing cities in San Joaquin County. The County's population increased by 133,286, or 38 percent, between 1980 and 1990. During that same period Tracy's population increased from 18,428 to 33,558, or by 82 percent. The SJCCOG estimated in its RFSHP the City's annual growth rate at 6.18 percent. The following table provides a summary of selected demographic indicators for the City of Tracy.

TABLE 4-8
SUMMARY OF DEMOGRAPHIC CHARACTERISTICS

Indicator	Number (%)	%
Population	33,558	
Number of Households	11,208	
Ethnicity		
White	22,916	68.3
Asian/Pacific Islander	1,431	04.3
Black	790	02.4
American Indian/Eskimo	243	00.7
Hispanic Origin	8,145	24.3
Other	33	01.1
Gender		
Female		49.8
Male		50.2

Source: 1990 Census.

Employment: According to a 1983 report prepared by the San Joaquin County Department of Planning and Building Inspection, one out of every three jobs in the County is directly or indirectly related to the local agricultural economy. Recent trends, however, show a diversification in the regional economy as urbanization takes place in San Joaquin County. Short-term gains evidenced in the service and retail sectors coupled with California Employment Development Department (EDD) projections for the greatest future employment expansions in the areas of construction, finance, insurance, and real estate, retail, and local government, suggest a shift away from an agricultural dominated economy. In addition, the EDD projects a 2.9 percent decrease in the Total Agriculture employment category for the County, from approximately 17,000 to 16,500 persons, over the period 1988 to 1993.

The local working force of Tracy residents was estimated at 9,480 for the 1990-1991 Fiscal Year in the City Program Performance Budget. The following table is a listing of manufacturing and non-manufacturing jobs in the City of Tracy as of January 1991.

Jobs/Housing Balance: The City of Tracy has an excess of housing relative to jobs. According to the RFSHP, the jobs/housing mix is expected to improve from 1.13 to 1.17 by the year 2010.

Although the number of jobs projected generally matches the number of new households, many of the new households are comprised of workers commuting to the Bay Area. A survey conducted in 1988 by SJCCOG (reported in the RFSHP) indicated that over 45 percent of new home-buyer households in the communities of Tracy, Manteca and Ripon produced commutes over the Altamont Pass to Bay Area job centers.

TABLE 4-9
EMPLOYMENT BY SECTOR

Company/Agency	Employees
NON-MANUFACTURING EMPLOYMENT	
Defense Distribution Region West	1,400
Tracy Public Schools	760
City of Tracy	250
Tracy Community Memorial Hospital	210
Pacific Telephone	194
Department of Water Resources	119
Southern Pacific Company	115
Bureau of Reclamation	106
Pacific Gas & Electric	37
Subtotal	3,191
MANUFACTURING EMPLOYMENT	
H.J. Heinz Company (range due to seasonal work)	425-750
Owens Brockway Glass Containers	550
Leprino Foods	300
Inland Container	200
Holly Sugar (range due to seasonal work)	150-400
Ameron Pipe Company	150
Stewart-Walker	110
Fortifiber Corporation	50
Celotex Corporation	34
Doane Products	31
Subtotal	2,000-2575
Total	5,191-5,766

Source: Tracy District Chamber of Commerce, Community Economic Profile, 1991.

Household Characteristics

Average Size: The 1990 Census reports that there were 11,208 households in the City of Tracy and the average household size was 2.98 persons. Between 1980 and 1990 the average household size increased by 0.21 persons.

Income: The Department of Housing and Urban Development (HUD) provides median income estimates for the 1991 Fiscal Year by Metropolitan Statistical Area (MSA). The median income for the Stockton MSA, which includes San Joaquin County, is \$34,000. In contrast, the statewide estimate from The Department of Finance for this period is \$42,700.

The median household income in Tracy is significantly higher than San Joaquin County median income household. According to the 1990 Census, the 1989 median household income in the City was \$40,256. In contrast, the median household income for San Joaquin County during this same year was \$30,635, approximately 25 percent lower Tracy figures. Household income groups in terms of number and percent of total households than found in each income category is presented below.

TABLE 4-10
HOUSEHOLDS BY INCOME GROUPS

Income Category	Households	Percent of Total Households
\$0-14,999	2,031	18.1
15,000-29,999	1,737	15.5
30,000-49,999	3,518	31.4
50,000-74,999	2,771	24.7
\$75,000-and up	1,152	10.3
Median Income \$40,256		
Average Income \$42,621		

Source: 1990 Census

For the purpose of calculating housing need by income level, the following household income classifications are established by State Law: Very Low - less than 50% of median income, Lower - 50% - 80% of median income, Moderate - 80% - 120% of median income, Above Moderate - more than 120% of median income, Low - a combination of very low and lower households.

The area median income established by HUD, \$34,000 was utilized in calculating the number of households by income group. This method is consistent with definitions of low-and moderate-income households used in various Federal and State housing programs, e.g., Section 8 and State Density Bonus Law.

To estimate the number of Very Low, Lower, Moderate and Above Moderate income households 1990 incomes were used. The following summarizes the number of households by income group.

TABLE 4-11
1990 NUMBER OF HOUSEHOLDS BY INCOME GROUP

Income Group	Income Classification as Percent of County Median Income	Income Criteria	Number of Households	Percent
Very Low Income	less than 50%	less than \$17,000	1,939	17.3
Low	50%-80% income	\$17,000- 27,200	1,423	12.7
Moderate	80%-120% income	\$27,200- 40,800	2,369	21.1
Above Moderate	greater than 120%	\$40,800 and up	5,478	48.9
Total			11,209*	100.00

Source: The Planning Center, June 1992.

* The number of households in the City is listed as 11,208. The totals for households in this section of the Census report is 11,209..

Median Income for the San Joaquin County is \$34,000.

¹ The income categories established by Census do not correspond directly to income criteria for Very Low, Lower, Moderate and Above Moderate income households. In order to define the number of households within each of the four groups, Census data was extrapolated. The income categories provided by Census were broken into smaller increments, assuming a uniform distribution of households. The increments were then added according to the income criteria for Very Low, Lower, Moderate and Above Moderate income households.

As shown above, Above Moderate income households constitutes the largest grouping, accounting for 49 percent of all households. The second largest income group is Moderate income households, accounting for approximately 21 percent of the total number of households. Approximately 30 percent the households in the City are lower-income households, with 17.3 percent classified as Very Low, and the remaining 12.7 percent Lower income households. These data indicate that there is a need for housing affordable to low-income households, as well as a strong market for housing that serves the needs of Above Moderate income households.

Overcrowding: Overcrowding is defined as 1.01 or more persons per room, and extreme overcrowding is defined as more than 1.5 persons per room. Data on overcrowding, however, is not delineated by type of household or household income. Furthermore, overcrowding must be evaluated in terms of other factors such as cultural expectations, size of rooms, availability and type of common areas or open space, and the age and relationship of persons in the units.

1990 Census provides information on the number of households experiencing overcrowded living conditions. Approximately 8 percent of all households in Tracy experience overcrowding. Census information on overcrowding, by tenure, is presented in Table 4-12.

TABLE 4-12
OVERCROWDED HOUSEHOLDS

Number of Persons per Room	Rental Units		Owner Units	
	Number of overcrowded rental units	Percent of all rental units	Number of overcrowded owner units	Percent of all owner units
1.1 to 1.5	387	8.6	213	3.2
1.51 or more	279	6.2	91	1.4
Total	666		304	4.6

Source: 1990 Census.

Renter households disproportionately live in overcrowded conditions compared to owner households. Approximately 15 percent of all renter-households live in overcrowded conditions as defined by Census. In contrast, approximately 5 percent of all owner-households live in overcrowded conditions. The high numbers of overcrowded renter households indicates there may be a need for larger rental units in the City.

Housing Characteristics

Housing Stock: As of January 1, 1990, a total of 12,174 units comprised the City's housing stock. Approximately 75 percent of the housing stock is single-family units. A breakdown of the housing stock is provided below:

TABLE 4-13
1990 COMPOSITION OF HOUSING STOCK

Type	Number	Percent
Single-family	9,198	75.6
2-4 units	929	7.6
5 or more units	1,483	12.2
Mobile Homes	564	4.6
Total	12,174	100.0

Source: 1990 Census.

Between 1980 and 1990, the housing stock increased by 5,025 units. The largest net gain was evidenced in single-family units; the number of single-family units increased 3,916. In contrast, only 300 mobile homes were added in the last decade.

Tenure: Between 1980 and 1990, the relative proportions of owner and renter occupied units increased slightly in the City of Tracy. In 1980, fifty-five percent of all units were owner-occupied, and forty-five percent were renter-occupied. Tenure refers to the status of occupied units. The number of occupied housing units in Tracy is 11,208. The housing stock consists of both occupied and vacant units. Therefore, the housing stock, Table 4-13, is higher than the total units by tenure, Table 4-14.

The percentage of owner-occupied units in Tracy is similar to that of the State of California. According to the 1990 Census, fifty-five percent of all units in the State were owner-occupied and the remaining forty-five percent were renter-occupied.

TABLE 4-14
OCCUPIED HOUSING UNITS BY TENURE

	Number of Owner Occupied Units	Percent	Number of Renter-Occupied Units	Percent	Total Units
Single-family	6,299	56.2	2,145	19.1	8,444
2-4	39	.3	846	7.5	885
5 or more	20	.2	1,341	12.0	1,361
Mobile Homes	371	3.3	147	1.3	518
Total	6,729	60.0	4,479	39.9	11,208

Source: 1990 Census.

Vacancy Rate: The rate of vacancy is a measure of the availability of housing in a community. This rate also provides an indication of how well the housing supply is meeting housing demand. A low vacancy rate is indicative of a tight housing market and suggests that people may have difficulty finding housing in their price range. Conversely, a high vacancy rate suggests that there is an oversupply of housing, or there is a large supply of undesirable units. A vacancy rate of 5 percent generally indicates an adequate supply of housing in a community.

An examination of past vacancy rates as reported by the Census Bureau reveals that the City of Tracy experienced an increase in overall vacancy rates in the past decade. The overall vacancy rate was 7.2 percent in 1980. In 1990, the vacancy rate was reported at 8.7.

Housing Costs: According to a 1991 Economic Conditions Report prepared for the City of Tracy Urban Management Plan by Gruen Gruen + Associates, the price of housing has escalated in recent years. In 1986 the price of a new single-family unit averaged \$91,000. By 1990 the average price of a single-family unit increased to \$180,000. In 1992 the decrease in real estate values, a typical new 3-4 bedroom single family house ranged between \$175,000 to \$190,000. The average sales price for the last half of 1992 was \$164,210.

The Tracy Association of Realtors Multiple Listing Service provides additional information on the cost of housing in Tracy. Average sales prices for housing units by number of bedrooms are provided in the following table.

TABLE 4-15
1992 PRICE OF HOUSE ACCORDING
TO NUMBER OF BEDROOMS

2 or more	3	4	5 or more
\$129,578	\$157,001	\$188,600	\$206,125 ¹

¹ Only 4 units with five or more bedrooms sold.

Source: Tracy Association of Realtors.

The trend towards increasing housing prices is reinforced by the relatively small number of Tracy home builders that are currently producing smaller-sized detached single-family units priced under \$160,000. Tracy home builders are offering products ranging in size from 1,600 to 2,000 square feet and priced over \$175,000. The per-square-foot sales price ranges from about \$110 to \$120 per square foot in the 1,600 to 1,800 square foot category and from \$95.00 to \$105.00 for larger-sized houses in excess of 2,000 square feet.

Rent Prices: According to 1990 Census, the median contract rent in Tracy is \$527. A survey of rent prices for apartment complexes located in the City was conducted in June, 1992. The Table below provides a comprehensive list of all market rate apartment complexes in the City. The table identifies the range of rent prices, by unit type, and the total number of units within each complex.

TABLE 4-16
RENTAL PRICES OF MARKET RATE UNITS

Apartment Complex	1 Bed		2 Bed		3 Bed		Total Units
	Price	Units	Price	Units	Price	Units	
Cobblestone	none	none	\$740	13	\$795	13	26
Driftwood	\$530-545	64	\$615	24	\$750	6	94
Eaton Terrace	none	none	\$540-580	35	none	none	35
Grandeville	\$530-545	64	\$605-615	16	\$750	4	84
Landmark Place	none	none	\$625-645	48	none	none	48
McKinley Manor	\$495	32	\$575-650	32	none	none	64
Paradise	\$445	22	\$485	12	none	none	34
Parkview	none	none	\$525	33	none	none	33
Sycamore Village	\$550-580	150	\$645-675	158	none	none	308
Tracy Park	\$620-640	40	\$670-735	92	none	none	132
Total		372		463		23	858

Note: 61 units at Sycamore Village are targeted for occupancy by low income households.

Actual price depends on number of bathrooms, total square footage, location of unit and unit features.

Source: The Planning Center, June 1992.

Housing Condition: A housing conditions survey was conducted in 1987 for the City of Tracy. According to the survey, 559 dwelling units were in need of maintenance or repair. Of the total number of deficient units, 45 units were in need of maintenance only, 257 in need of minor repair, 218 in need of moderate repair and 28 required major rehabilitation. The remaining eleven units were judged dilapidated. The deficient units are concentrated in residential pockets south of the central business district, near the Southern Pacific rail lines and north of Grant Line Road.

According to the 1990 Census, of the total number of vacant units in the City (965), ten units were recorded as boarded up.

In addition to a direct assessment of the housing stock, the age of units can provide insight into the overall housing condition. The accepted measure for determining when major rehabilitation for housing units is needed is thirty years. 1990 Census reports that approximately 63 percent of the housing stock was constructed since 1970. The greatest number of housing starts were experienced this past decade, with 5,025 units constructed. Approximately 26 percent of the total Tracy housing stock was built prior to 1960. Based solely on the age of housing stock there are potentially 3,389 units in the City in need of rehabilitation.

2. Housing Needs

The following discussion identifies the special needs of the Housing population in the Tracy Planning Area. It reviews the costs of housing, the size of housing, units at risk of conversion, and the options available to special needs groups.

Overpaying Households: In determining existing need for affordable housing it is necessary to relate income with housing costs and rent prices. Overpayment refers to households that pay more than 30 percent of their income for housing costs. As discussed in Housing Costs Section 2-C-4 of the Gruen Gruen + Associates Report, the average price of a new single-family home was \$180,000 in 1990. Gruen Gruen + Associates estimates that the high costs of housing restrict new home purchase to those households with an income above \$60,000.

1990 Census provides information on the percentage of gross household income spent on housing. According to the 1990 Census, the majority of households pay less than 30 percent on housing costs. A significant number of households, however, pay more than 30 percent of their gross income on housing. Approximately 31 percent of owner-households, and 39 percent of renter-households pay more than 30 percent on housing. The number and percent of households overpaying for housing by tenure status is shown by the following table.

TABLE 4-17
HOUSING COSTS/RENT AS PERCENTAGE OF 1989 GROSS INCOME

Income Groups	0-19% of income		20-29%		30-34% of income		35% or more of income		Total Number of Units
	Number where cost is 0-19% of income	Percent	Number where cost is 20-29% of income	Percent	Number where cost is 30-34% of income	Percent	Number where cost is 35% or more of income	Percent	
Owner Households									
Less than \$10,000	87	1.9	70	1.1	0	0	180	3.0	337
\$10,000-19,999	227	3.7	78	1.3	9	.1	158	2.6	472
\$20,000-34,999	455	7.4	101	1.7	1,064	1.0	300	4.9	1,910
\$35,000-49,999	367	6.0	340	5.6	267	4.3	451	7.4	1,425
\$50,000 or more	1,034	16.9	1,289	21.1	377	6.2	266	4.3	2,966
Total	2,170	35.4	1,878	30.8	1,717	11.6	1,355	22.2	7,110
Renter Households									
Less than \$10,000	19	.4	121	2.8	49	1.1	487	11.2	676
\$10,000-19,999	18	.4	110	2.5	94	2.2	524	12.0	746
\$20,000-34,999	251	5.8	559	12.9	238	5.5	233	5.4	1,281
\$35,000-49,999	426	9.8	476	11.0	62	1.4	31	.7	995
\$50,000 or more	495	11.4	146	3.3	0	0	10	.2	651
Total	1,209	27.8	1,412		443	10.2	1,285	29.5	4,349

Note: There were 12 owner households and 95 renter households which are not computed, therefore the totals do not equal 100.
Source 1990 Census

The number of owner-households overpaying for housing is not as great a concern as overpaying renter households. Some households choose to allocate a higher percentage of their monthly income on housing costs because this allocation is justified in light of investment qualities of ownership units.

The Census does not present overpayment in terms of Very Low and Lower income categories. The following estimates of overpaying low-income households was based on extrapolating from Census data, assuming a uniform distribution of households within each income category.

TABLE 4-18
ESTIMATED NUMBER OF LOW-INCOME
RENTERS OVERPAYING FOR HOUSING

Income Category	Number
Very Low Income (Less than \$17,000)	769
Lower Income (\$17,000-27,200)	235
Total	1,004

Source: 1990 Census
The Planning Center, June 1992.

Other sources for estimating overpaying households are the waiting lists for Section 8 housing. Due to demand for Section 8 units, only federal preference applicants are placed on the waiting list. One criterion for federal preference status is if the applicant household is paying more than 50 percent of monthly income for rent plus utilities. According to the San Joaquin Housing Authority, 3,806 households in the County were on the waiting list for Section 8 assistance as of July 1991; the greatest need among these households was for two and three bedroom units.

Special Needs Groups

State Law requires that the Housing Element examine special needs of certain segments of the population that are disadvantaged in finding decent, affordable housing. Special needs households include the elderly, disabled persons, female households, large families, farmworkers and the homeless.

Elderly: The special needs of the elderly is a function of their often low or fixed income. In addition, the elderly maintain special needs in relation to housing construction and location. The elderly often require ramps and handrails to allow greater access and mobility. Locations proximate to public facilities and public transportation facilities is also important to facilitate mobility in the community.

The 1990 Census indicates there were 2,718 persons 65 years of age or older in Tracy, representing approximately 8.1 percent of Tracy's total population. In 1980, there were 1,818 residents 65 years and older, or approximately 10 percent of the total population. In the past decade, the percent of elderly in the total population has decreased approximately 2 percent.

The majority of elderly households live in owner-occupied units. The 1990 Census reports that of the total owner-occupied units, 17 percent are occupied by persons over the age of 65. Of the renter-occupied units, 13 percent are occupied by persons over 65. While the percentage of elderly in the City are declining according to historical Census data, there remains a need for rental housing that accommodates the needs of the elderly.

The City has one low-income apartment complex for occupancy by elderly or handicapped households. Village Garden Apartments consists of 88 one-bedroom units. To qualify for the complex, the head of household must be either over the age of 62, or physically/mentally handicapped, and qualify for Section 8 assistance. The waiting list for this complex is approximately one year.

Disabled: Two major housing needs of the disabled are access and affordability. Access is particularly important for the physically disabled. Physically disabled persons often require specially designed dwellings to permit access both within the unit as well as to and from the site. California Administrative Code Title 24 sets forth access and adaptability requirements for the physically handicapped. These regulations apply to public building such as motels, employee housing and newly constructed apartment complexes with five or more units.

Like the elderly, the disabled also have locational needs. Many desire to be located near public facilities, particularly public transportation facilities.

A number of disabled persons receive Supplemental Social Security Income (SSI) and are on fixed incomes. Increasing inflation and housing costs adversely affect these individuals in terms of securing housing.

The 1990 Census reports the number of people with a mobility or self-care limitation. According to this source, there are a total of 3,116 people between the ages of 16 and 64 that reported a mobility or self-care limitation. These persons represent approximately 13 percent of the total population between the ages of 16 and 64. The following table summarizes 1990 Census information on persons reporting a mobility or self-care limitation.

TABLE 4-19
PERSONS REPORTING A MOBILITY OR
SELF-CARE LIMITATION

Persons 16-64		Persons 65 &	
Work Disability	%	Over	%
1,789	8.5	924	34.1
No Work Disability			
355	1.8	38	1.4

Source: 1990 Census.

A mobility or self-care limitation does not necessarily translate into a need for specially constructed housing units. Census data does not analyze the relationship between mobility and housing requirements. Therefore, it is difficult to estimate the number of handicapped persons in need of housing. As discussed above, Village Garden Apartments consists of 88 one-bedroom units available for occupancy by handicapped persons. These units are specially equipped with handicapped features. All of the 88 units are also rent restricted per the Section 8 housing assistance program.

Female Heads of Household: The 1990 census shows that 2,464 households are headed by females. The U.S. Census defines female households as families headed by females as well as single-person female households. Of this total, 1,181 are households with children. The Census provides data on the number of female headed households below the poverty line. Poverty status is the relationship of income to the number of children under 18 in a household. The average poverty threshold for a family of four persons is \$12,674. The 1990 Census reports 493 female-headed households below the poverty threshold. This represents 4.4 percent of the total number of households.

Census data does not analyze the relationship between poverty status and housing tenure. Therefore, it is difficult to estimate the housing needs of low-income female headed households. Village Apartments and Sycamore Village are low-income rental complexes in the City. Village Apartments consists of 72 units, and 61 units at Sycamore Village are targeted for occupancy by low-income households. The total number of units provided by these complexes, 133, is not adequate to serve the number of these households that would potentially require low-income rental housing.

Large Families: Large households are defined as households with five or more persons. The 1990 Census reported 1,765 households in the City of Tracy with five or more persons. Of this total number 1,108 households were comprised of five persons, 408 of six persons and 249 households of seven or more persons. Table 4-20 identifies the number of large households by tenure.

TABLE 4-20
LARGE HOUSEHOLDS

Number of Persons in Household	Owner	Renter
	Occupied	Occupied
Five	696	412
Six	211	197
Seven or more	122	127
Total	1,029	736

Source: 1990 Census

Large households are included as a special needs group because they require larger dwelling units. In addition, this special needs group experiences a high incidence of poverty.

Difficulties in securing housing large enough to accommodate all members of a household are heightened for renters, because rental units are typically smaller than single-family units.

The table above shows that there are 736 large households occupying rental units. This number represents 16 percent of all renter households. The number of three bedroom apartment units was documented as part of the rental price survey, see Table 4-16. There are only 23 three-bedroom rental apartment units in the City. These units are not sufficient to accommodate the significant percent of large household renters. This conclusion is supported by the high demand for two and three bedroom rental units that was expressed by apartment managers during the rental price survey.

In addition, the San Joaquin Housing Authority notes a high demand for two and three bedroom Section 8 units.

Farm Workers: According to the State of California Employment Development Department (EDD), the greatest employment expansions in San Joaquin County are expected to occur in the areas of construction, finance, real estate and insurance, and in retail trade. These trends suggest a diversification of the economy. However, agriculture and agriculture-related business remains an important industry in terms of the local economy.

The housing needs of farmworkers are acute in San Joaquin County. Farmworkers require both permanent residences as well as temporary shelters. The San Joaquin County Housing Authority operates three labor camps, one near the City of Lodi and two in French Camp, south of Stockton. These camps each provide 96 units, for a total supply of 228 units for migrant workers. The Housing Authority also operates 31 year-round farm labor units. Private growers provide additional units throughout the County.

The 1990 Census reports 313 persons employed in the farming, forestry and fishing occupations. There is no farmworker housing in Tracy, and statistics regarding the need for housing by farmers originating in Tracy is not available. The Director of the McHenry House estimates there are approximately 100 migrant farmworkers in the City.

The Tracy Interfaith Ministries notes that migrant farmworker households generally pool their resources to rent housing. Farmworker households are known to live in the older parts of the downtown district, generally near 7th and 8th Street. According to Tracy Interfaith Ministries, many households may occupy a single rental unit. While Tracy Interfaith Ministries does not provide clothing to needy families, a significant portion of the families that are served are farmworkers.

Homeless: According to the 1990 Census, there were 11 individuals housed in emergency shelters for the homeless. Agencies that serve homeless and transients were also contacted in order to identify the number of homeless in Tracy. The McHenry House is a homeless shelter facility located in the downtown area. This facility consists of 7 bedrooms and is able to provide shelter for 17 persons. Only families, single-women, and female-headed households qualify to stay at the facility. The facility on average provides shelter to 40 to 50 homeless families per month.

Tracy Interfaith Ministries provides food and shelter to an average of 38 homeless and 13 transients monthly.

Regional Fair Share Housing Allocation

State Housing Law requires the San Joaquin County Council of Governments (SJCCOG) to identify future housing need through the planning period, i.e., 1992 through 1997. Table 4-21 shows the projected number of households in 1997 by income group.

TABLE 4-21
1997 PROJECTED HOUSEHOLDS
BY INCOME GROUP

Income Group	Number of Households	Percent
Very Low	3,509	22.51
Low	2,454	15.75
Moderate	3,387	21.73
Above Moderate	6,237	40.01
Total	15,587	100.00

Source: San Joaquin Regional Fair Share Housing Plan, 1990-1997, May 1991.

The RFSHP calculates the projected new construction need necessary to accommodate the anticipated population through 1997. The basic construction need was calculated by factoring projected population, vacancy rates, housing market removals and existing housing units. The construction need through 1997 is provided in the following table. State housing law requires cities and counties to demonstrate adequate residential sites that could accommodate development of housing that satisfies the future housing need. The future need by income group is shown below.

TABLE 4-22
BASIC CONSTRUCTION NEED AND
NEW HOUSEHOLDS
(01/01/90 to 07/01/97)

Income Group	Households 1990-1997		Housing Units 1990-1997
	Number	Percent	
Very Low	1,056	23.55	1,227
Low	729	16.27	848
Moderate	942	21.01	1,095
Above Moderate	1,757	39.17	2,042
Total	4,484	100.00	5,212

Source: San Joaquin Regional Fair Share Housing Plan 1990-1997, May 1991.

Table 4-22 shows that the greatest housing construction need through 1997 will be generated by very-low and above-moderate income households. The future housing need figures as determined by SJCCOG are generally consistent with the existing distribution of households derived from 1990 Census. The future housing need may underestimate the number of Above Moderate income households. According to Table 4-11, 49 percent of all households in 1990 earn more than \$40,800. In contrast, the future need as determined by SJCCOG shows 40 percent of the households in 1997 as Above Moderate. Despite this discrepancy, the conclusion that can be drawn from the future housing need allocation is that there will be a demand for both Above Moderate and Very Low income housing.

Units Eligible for Conversion

The California Housing Partnership Corporation provides an inventory of federally subsidized rental units at risk of conversion. The 1991 Update lists two developments in the City of Tracy, Village Gardens and Village Apartments. The Use of Housing Revenue Bond Proceeds: Annual Summary 1991, lists Sycamore Village, a multifamily residential development, as eligible for conversion within ten years.

Inventory of Assisted Units

The table below identifies all of the assisted units in Tracy, and the earliest date of subsidy termination.

TABLE 4-23
ASSISTED UNITS AT RISK OF CONVERSION

Name	Location	Type of Unit	Form of Assistance	Total Units	Earliest date of Subsidy Termination
Village Garden	662 East St. 95376	Elderly/Handicapped	Section 236 (J)(1) Section 8 - Existing	88	July 13, 1993
Village Apartments	425 E. 6th St 95376	Family	Section 236 (J)(1) Section 8 - Existing	72	July 13, 1993
Sycamore Village	400 W. Central Ave. 95376	Family	Multifamily Housing Bond	61	May 14, 2002
Total Units at Risk of Conversion				221	

Note: Village Garden and Village Apartments renewed Section 8 contracts that expired June, 1991.

Source: "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion", California Housing Partnership Corporation, 1991.

There are a total of 221 assisted rental units in Tracy. All of these units are eligible to convert to market rate within ten years. The initial date for the ten-year analysis period coincides with the statutory five-year update period for San Joaquin County: July 1, 1992. The ten-year period ends July 1, 2003.

Risk of Conversion

This section describes the program by which the low income units were assisted and identifies their respective risks of conversion to market rate units.

Village Apartments and Village Gardens: Village Apartments and Village Gardens received a combination of assistance under HUD's Section 236 and Section 8 programs. To occupy the units, households must be Very Low to Lower income. Qualified Very Low income households receive Section 8 assistance in addition to the cost based rents available to both Very Low and Lower income households. Currently, all units are occupied by Very Low income households.

The Section 8 contracts for both of these projects expired in July 1991. The property owners of each complex renewed their Section 8 contract for an additional five years. In July 1993, both owners can attempt to prepay their Section 236 mortgages.

The Section 236 program provided the original property owner financing subsidized to a 1 percent interest rate for a 40-year term. Property owners were typically provided financing for 90 percent of the development costs. In exchange for this financing, the property owners agreed to rent the assisted units to households earning less than 80 percent of median income, or low income households, at rents which are "cost based". Cost based rents are established by HUD and equal the amortization of debt at a 1 percent interest rate, plus operating costs.

The cost based rents for Village Apartments are \$280, \$300 and \$320 for one, two, and three bedroom units, respectively. The cost based rents for the one-bedroom units at Village Garden is \$234. Village Garden consists of entirely one-bedroom units.

The Section 236 program included provisions permitting the owner to prepay the mortgage 20 years from its execution date. The prepayment date for Village Garden and Village Apartments is July 7, 1993. The recently enacted Low Income Housing Preservation and Residential Homeownership Act (LIHPRHA), however, limits the ability of owners of Section 221(d)(3) and Section 236 projects to prepay their mortgages.

LIHPRHA was enacted in response to concern over the prepayment of HUD-assisted housing. The legislation addresses the prepayment of units assisted under Section 221(d)(3) and Section 236 (Section 236 replaced the Section 221(d)(3) program in 1968). Generally, the law facilitates the preservation of these low-income units by providing incentives to property owners to either retain their units as low-income, or to sell the project to priority purchasers (tenants, non-profits, or governmental agencies.)

Pursuant to LIHPRHA, HUD must offer a package of incentives to property owners to extend the low-income use restrictions. These incentives would assure property owners an eight percent return on the recalculated equity of their property, provided the rents necessary to yield this return fall within a specified federal cost limit. The cost limits are either 120 percent of the FMR, or the prevailing rent in the local market. If HUD can provide the owner with this return, the owner cannot prepay the mortgage. The owner must either stay in the program, or offer to sell the project (a "voluntary" sale) to a priority purchaser for a 12 month option period, or other purchasers for an additional 3 months. The owner is required to document this choice in a Plan of Action.

If HUD cannot provide the owner with the 8 percent return, i.e., the rents required would exceed federal cost limits, the owner may prepay only after offering the sale to priority purchasers for 12 months, or other qualified buyers for an additional 3 months (a "mandatory" sale), and filing a Plan of Action which demonstrates that conversion will not adversely impact affordable housing, or displace tenants. According to the California Housing Partnership Corporation, most projects in California will fall within federal cost limits, except those with exceptionally high rental value or condominium conversion potential.

Projects that are preserved under either of these methods are required to maintain affordability restrictions for the remaining useful life of the project, which is defined minimally as 50 years.

Property owners may be able to prepay the mortgage and convert the units to market-rate under three circumstances. First, the owner may prepay the property if no bona fide offer to purchase the property is made. Second, HUD may not provide some of the discretionary monies to priority purchasers in preservation sales. Finally, the overall success of the preservation efforts is contingent on congressional appropriation of sufficient funding to

HUD. Despite these exemptions, the risk of conversion for the units at Village Gardens and Village Apartments is low. LIHPRHA requirements effectively and severely limit a property owner's ability to convert assisted units to market rate.

Sycamore Village: The 61 affordable units at Sycamore Village are required as a condition of receiving Multi-family Mortgage Revenue Bond Financing from the County of San Joaquin. According to the conditions set forth in the bond agreement, one-half of the total set-aside units, at least 31, must be available for rent by Very Low income households. The remaining half must be rented to lower income households.

These use restrictions on all of the set-aside units expire in 1996, at which time they can convert to market rate units. The current rents on the affordable units are \$510 and \$605 for one and two bedroom units respectively. The restricted rents are \$40 less than comparable market rate units at the complex.

The potential for the rent restricted units to convert to market rate is high. These units were developed under a local housing program and are not subject to incentives offered by HUD for federally assisted units. In addition, neither the State nor San Joaquin County have mechanism that serve to encourage the property owners participating in the MRB program to retain the set-aside units as affordable.

Cost of Preservation versus Replacement

The cost that would be borne by the City of Tracy of preserving all of the assisted rental units is estimated less than the cost of replacement through new construction. HUD would fund the majority of costs associated with preserving the units at Village Garden and Village Apartments per LIHPRHA. The cost of providing subsidies to tenants at Sycamore Village is less than the cost of replacing the set-aside units because of the relatively minor difference between the restricted rents on these units and market rent for comparable units.

Preservation Cost

Village Apartments and Village Gardens: HUD is required under LIHPHA to provide financial incentives to the owners of Village Garden and Village Apartments to extend low-income use restrictions. Should the property owners offer the complex for-sale (either a voluntary or mandatory sale), HUD will provide the bulk of financing for priority purchasers for acquisition and rehabilitation of the property. Costs not provided by HUD are: predevelopment costs; 5 percent equity contribution (gap funding); tenant education; and rehabilitation for repairs beyond HUD standards.

These costs not covered by HUD could be paid through local funding. The nature of these costs is difficult to estimate as they are primarily a function of the preservation value as determined by HUD through the appraisal process. However, these costs would be significantly less than replacing the units through new construction.

Estimating the cost of providing locally-based rent subsidies for all at-risk units represents the worst-case scenario as it assumes that the property owners of Village Apartments and Village Gardens are able to prepay its mortgage. The cost of providing subsidies to 160 Very Low income households was calculated based on a comparison between the cost based rent and prevailing market rents. In addition, additional subsidy would be required because both projects receive Section 8 assistance. Renters contribute 30 percent of their income toward the cost based rent of the unit. The difference between these figures is the cost based rent is provided by HUD.

The mix of units provided is as follows:

TABLE 4-24
HOUSING UNITS BY BEDROOM SIZE

Project	1 Bedroom	2 Bedroom	3 Bedroom
Village Apartments	24	32	16
Village Gardens	88	None	None
Totals	112	32	16

Source: The Planning Center

Based on a survey of apartment rent prices, Table 4-16, prevailing market rents for one, two and three bedroom units average \$575, \$610, and \$765, respectively. The cost of subsidizing 160 units is the difference between cost based and market rate rents, plus the subsidy received under the Section 8 program. Table 4-25 identifies the monthly subsidy required to maintain the units at cost based rents.

TABLE 4-25
MONTHLY SUBSIDY TO RETAIN
COST-BASED RENTS: VILLAGE APARTMENTS &
VILLAGE GARDENS

Unit	Cost-Based Rent	Market Rent	Subsidy ¹	Number of Units	Total Subsidy ²
VILLAGE APARTMENTS					
1 Bdrm.	\$280	\$575	\$295	24	\$7,080
2 Bdrm.	\$300	\$610	\$310	32	\$9,920
3 Bdrm.	\$320	\$765	\$445	16	\$7,120
Subtotal				72	\$24,120
VILLAGE GARDENS					
1 Bdrm.	\$234	\$575	\$341	88	\$30,008
TOTAL				160	\$54,128

¹ This column is the difference between cost based and market rents.

² This column is the product of the number of units and the monthly subsidy.

Source: The Planning Center, June 1992.

The combined cost of providing subsidy to Village Apartments and Village Gardens to retain the rents at cost based rents is \$54,128 per month, or approximately \$650,000 per year. The actual amount of subsidy to preserve the affordability of these units, if the owner were to successfully prepay the mortgage, would be higher as subsidies to match Section 8 assistance would also be required. This figure is difficult to estimate as it depends on the household income of each renter. Specifically, the additional subsidy would reflect the difference between 30 percent of each household income and the cost based rents.

The need for City-based subsidies to retain the 160 units at Village Apartments and Village Gardens is judged to be very unlikely. The bulk of funding to preserve the affordability of units financed under the Section 236 program has been committed by HUD pursuant to LIHPRHA.

Sycamore Village: The cost of preserving the affordable units at Sycamore Village would be the cost associated with continuing to subsidize 61 units. These units are rent restricted to \$510 and \$605 for one and two bedroom units, respectively. The market rate rent price for one and two bedrooms with comparable features at Sycamore Village are \$540 and \$645, \$40 less than the rent restricted rate. The City would need to provide \$2,440 per month in subsidies to the property owner. This translates into a cost of \$29,280 per year. Sycamore Village is also currently evaluating an additional 16 units, of which 4 units would be low to moderately affordable units.

Replacement Cost

According to the Rural Housing Coalition, it costs an estimated \$80,000 to construct one affordable unit. One method of calculating replacement cost is this figure multiplied by the total number of assisted units, 221. This method results in an estimated cost of \$17.6 million to replace the assisted units through new construction.

Principles of economies of scale may operate with respect to development of this relatively large number of affordable units which may result in an actual construction cost less than this estimate. In addition, waiver of development fees could significantly reduce this estimate. In spite of these potential modifications, the cost of replacement of assisted units through new construction is significantly greater than preservation of the units.

Preservation Resources

There are two types of resources that can be engaged in efforts to preserve affordable units at risk of conversion to market rate: City funding and non-profit organizations that can acquire and manage assisted units.

CDBG funding is the primary source of potential funding for preservation efforts. CDBG funds are provided to local government for a range of community development activities that benefit low income households. The last several years, the City of Tracy has received an annual average of \$248,000 in CDBG funds.

The funding amounts for past four years is are follows:

<u>Year</u>	<u>Amount</u>
89-90	\$245,489
90-91	\$237,151
91-92	\$248,419
92-93	\$262,530

The City anticipates receiving \$250,000 per year in the future.

The City has established a redevelopment agency and designated project areas. As discussed in Section 2D, there has been no redevelopment activity in the City. The redevelopment set-aside funds represent a potential source of funding for preservation efforts. However, because there has been no activity to date, this source should be considered only in the context of long-term preservation efforts.

Non-profit organizations are important, if not essential, in preservation activities. HUD provides financing to eligible non-profit organizations to purchase Section 202 and 236, from property owners that attempt to prepay their mortgages. Additionally, non-profit organizations have the capacity to manage affordable apartment complexes, whereas local

government may not be equipped to assume this role. The City has on file a list of non-profit entities that have expressed an interest in acquiring and/or managing units at risk of conversion.

3. Resources

Land Resources

Vacant Land: According to the Urban Management Plan Land Use Plan, the build-out capacity of the City, as defined by the 1992 City limits is residential units. In 1992 there were 12,174 units within the city. Subtracting the theoretical build-out from existing units yields 3,327 units. This figure is significantly less than the number of units identified in the RFSHP (5,212) to accommodate its projected housing need through 1997. The City's boundaries will need to be expanded significantly through the annexation process to provide adequate sites.

As mentioned previously, the Urban Management Plan Land Use Diagram illustrates a two-point strategy for growth. The first half of the strategy is to expand upon the existing City contiguous core area, tying in with existing service and infrastructure capacity. The second half of the strategy involves the development of six new communities each with its own town center, services, and infrastructure system. Focused around each of these "urban" centers would allow a mix of land uses including high and medium density residential providing ample opportunities for affordable housing. The summary tables in the Land Use element provide an estimate for the number of acres and dwelling units for each of these new communities.

The dwelling unit projections through 1995 represent an increase of 6,266 units over the existing housing stock and exceeds the RFSHP projected construction need of 5,212 units. Timely annexation efforts will, therefore, ensure that the City of Tracy is able to satisfy the projected housing construction need through the year 1997.

Redevelopment Potential: In 1990, Tracy established a Community Redevelopment Agency. The Community Redevelopment Project Area Plan identifies the Redevelopment Project Area as six noncontiguous areas of the City totaling 2,292 acres. A substantial portion of the redevelopment area encompasses residential neighborhoods. The condition of these residential neighborhoods, and thus the overall housing stock of the City, has the potential for improvement in conjunction with redevelopment activities.

With regard to affordable housing, redevelopment law requires: 20 percent of tax increment revenue be used for increasing supply of affordable housing; replacement of affordable units lost as a result of redevelopment activity; and a portion of all housing constructed in redevelopment area be affordable to low and moderate income households.

Opportunities for Energy Conservation

There are many opportunities for conserving energy in new and existing homes. Housing with energy conservation features should result in reduced monthly occupancy costs as consumption of fuel and energy is decreased. Similarly, retrofitting existing structures with energy-conserving features can result in a reduction in utility costs. Examples of energy conservation opportunities include weatherization programs and home energy audits; installation or retrofitting of more efficient appliances, and mechanical or solar energy systems; and building design and orientation which incorporates energy-conservation considerations.

4. Development Constraints

Governmental Constraints

Governmental constraints include policies, development regulations and standards, requirements or other actions imposed by the various levels of government on development. Although federal and state agencies play a role in the imposition of governmental constraints, these agencies are beyond the influence of local government and are therefore not addressed in this document. The following local factors have the potential to constrain the maintenance, improvement, and/or development of housing in Tracy: land use controls, building codes, processing procedures, and development fees.

Land Use Controls: The General Plan is the foundation of all land use controls in a jurisdiction. The Land Use Element identifies the location, distribution and intensity of land uses in the City. In implementing the General Plan, the City of Tracy utilizes a number of planning tools including the Zoning Regulations, and Subdivision Ordinance. The Tracy General Plan Zoning Regulations and other controls are designed to encourage a broad range of housing opportunities.

Land Use Designations: The Land Use designations found in the Land Use Element of the Urban Management Plan establishes a range and the maximum amount of dwelling units per acre of land that can be developed. This “density” of a permitted development may be increased with density bonuses when providing affordable housing as illustrated by Table 4-1. Both the (M) Medium Density Residential and (H) High Density Residential are considered primary opportunity areas for affordable housing. The (M) Medium designation would allow innovative small lot development with single family detached homes carefully positioned through creative site planning. Duplexes, triplexes or townhomes and condominiums would also occur in this density range. This will provide a window for lower income groups to realize the dream of home ownership. The (H) High designation provides for multifamily attached housing and stacked flats, which is the traditional perception of affordable housing. With density bonuses three story development with underground, structured or shared parking would be possible. The land use designations provide an

adequate range of housing possibilities, and an adequate number of higher density sites. General Plan densities are expressed as dwelling units per acre (du/ac).

Average Density for Calculation: As noted in Table 4-1, an average density was utilized for calculation purposes when planning for the infrastructure and circulation needs of large areas rather than using the maximum achievable density. It is anticipated that large sites, greater than ten acres in size, will lose land area to secondary streets, public facilities, local parks, schools, and other activities. The net buildable area or lot area for residential development is typically 30% \pm less than the gross site area. The adjusted gross site area only subtracts out 13% for major rights-of-way such as canals, utility easements, freeways and rail lines, on the one mile arterial grid of roadways. The result of this decrease in actual acreage is a corresponding increase in actual density or the number of dwelling units achieved per acre, this will push actual densities towards the upper end of the range given for each designation. What may potentially occur is that if all projects push the upper end of the density range and apply for density bonuses the capacities planned for infrastructure and circulation may be exceeded. It will take many years to evaluate if this is indeed occurring. If it does it could be a limit to higher density projects.

Density is typically a key factor in the development of affordable housing. Higher density improves housing affordability because it lowers per unit land costs and facilitates efficient construction. More intense residential development can be achieved in Tracy through a number of mechanisms including clustering of residential development, density bonuses and zero lot line development. Clustering of housing can produce higher densities on a portion of land, while retaining the overall density assignment of the entire property. This method is most effective when portions of the property not utilized for residential development can be developed with compatible uses, such as schools and churches.

Residential Areas Specific Plan: The 1987 Tracy Residential Areas Specific Plan provides for the systematic implementation of General Plan Goals, Policies and Objectives in relation to residential development for 1,480 acres mostly within the City contiguous core Community Planing Area. The Specific Plan contains development standards for such features as roadways, public facilities and schools, and landscaping. In addition, it contains a list of programs designed to promote affordable and equal opportunity housing in residential areas and reinforce the policies in the General Plan. The Specific Plan does not impede residential development. Developers are required to provide amenities and meet the standards set forth in the Plan and by the City. The Specific Plan illustrates in one package the standards and level of quality anticipated for this area. It should not pose any constraints to development of affordable housing.

Subdivision Ordinance: State law requires local governments to adopt a Subdivision Ordinance. The Subdivision Ordinance governs the process of converting large acreage land into smaller development sites. Condominium and stock cooperative conversions are also subject to the Subdivision Map Act. State Law grants local governments the authority to regulate the design and improvements of subdivisions and to impose dedication and exactions on developers. The Subdivision Map Act establishes statewide uniformity in local

subdivision procedures; standards for design and improvements are left to local government discretion. The Subdivision Ordinance, like all land use controls, can be so restrictive as to increase costs of development and stifle development interest. Tracy's subdivision requirements are consistent with requirements incorporated into the Residential Areas Specific Plan. The City conforms to the procedural requirements established in the Subdivision Map Act and since it does not impose additional requirements, it is not considered a constraint to the construction of housing.

Zoning: The City of Tracy's Zoning regulations contain six residential classifications, a planned unit development (PUD) zone as well as commercial, industrial and agricultural zones. Zoning regulations control such features as height and density of buildings, lot area, yard setbacks and parking requirements for each of the zoning districts. The PUD zone is a special type of zoning designation established to develop regulations which are applicable to a specific area. The PUD designation provides flexibility in height and density standards as well as setbacks. Please refer to Table 4-26. Zoning regulations that are too rigid and do not allow sufficient land use flexibility, could increase the costs of development and inhibit development interest. The PUD designation provides flexibility in height and density standards as well as setbacks. In addition, the parking requirements include waivers and reduced requirements for low-income housing projects. Actual site specific zoning regulations are not considered a constraint to the production of housing within the City. The zoning regulations are necessary to preserve the health, safety, and welfare of the community, as well as the aesthetic development standards established for the community.

Development Standards: Either existing or added as a discretionary condition of approval can increase because of additional materials required and extra labor. A significant reduction of costs from a modification or waiver of the standards can be attained and passed on in the form of reduced housing prices. In addition, residential development in Tracy usually requires approval of site development plans. Projects which are Planned Residential Developments (PRD) are listed as conditional uses in the designated residence zones. PRDs include zero lot line, cluster, attached and similar nontypical residential designs which may entail modifications of lot area and width, yard, height, lot coverage or open space requirements, and may require discretionary approval. Discretionary approval for projects [under the planned residential development process can add additional time to the construction of housing. This time factor can result in higher loan carrying costs, which adds to the price of housing. While the goals and policies of this policy document encourages timely approval of affordable projects, development standards could be a minor constraint to the production of affordable housing.

**TABLE 4-26
CITY OF TRACY
RESIDENTIAL DEVELOPMENT STANDARDS**

Zoning District/Density	Building Site Area	Building Height	Building Site Coverage	Building Setbacks			
				Front	Side	Rear	Street
Residential Estate	15,000 s.f.	35 ft.	30%	50 ft.	20 ft.	30 ft.	30 ft.
Low Density Residential	5,600 s.f.	35 ft.	45%	15 ft.	10&4 ft. ¹	10 ft.	15 ft.
Medium Density Cluster	3,500 s.f.	35 ft.	45%	15 ft.	7&4 ft. or 10&0 ft. ²	10 ft.	10 ft.
Medium Density Residential (attached)	6,000 s.f. 2,900 s.f. net lot area per D.U.	35 ft.	45%	15 ft.	10&3 ft. ⁴	10 ft.	10 ft. ³
High Density Residential	6,000 s.f. 1,400 s.f. net lot area per D.U.	no limit	45%	15 ft.	5 ft. (plus 4 ft. for each additional story over 2)	10 ft. (plus 4 ft. for every additional story over 2)	10 ft.
Residential Mobile Home	2,400 s.f. per unit	35 ft.	10 DU/Ac	5 ft.	5 ft.	5 ft.	5 ft.
Planned Unit Development or Specific Plan	none	1	1	1	1	1	1

1 Established by Development Plan

2 10 ft. minimum on one side, 4 ft. minimum required on other

3 7 ft. required on one side, 4 ft. required on other, or 10 ft. on each side for zero lot line homes

4 15 ft. required on reverse corner lots

5 10 ft. required on one side, 3 ft. required on the other

Code Enforcement:

The City's code enforcement effort is designed to protect the health, safety and welfare of its citizens. Code enforcement activities include monitoring and rehabilitation program to detect and remediate housing units in deteriorating conditions. These units, which often house low-income residents, may be demolished to abate an unsafe condition, thereby reducing the low-income housing stock. The City shall utilize rehabilitation efforts to preserve these low-income units from demolition. The City currently operates a residential rehabilitation program, and 3 to 4 units are rehabilitated yearly under this program. The City of Tracy does not intend to utilize stringent code enforcement as a method to eliminate affordable housing. Due to rehabilitation and replacement programs. This is not viewed as a constraint.

Wastewater Treatment Plan and Conveyance (Trunk Line) Capacity: In 1984, Sewer Assessment District 84-1 was established to finance an expansion of the wastewater treatment facility and trunk line system. Wastewater treatment plant and trunk line capacity is measured in terms of ECUs (Equivalent Consumer Units). One ECU represents enough capacity to serve one single-family home (275 gallons per day). Residential property within the 84-1 District received five ECUs per acre. Property that participated in the District may retain that capacity until the property is developed. The property owners finance the cost of the 84-1 District over 20 years. A limited amount of sewer capacity is available to property that did not participate in the 84-1 Assessment District. If a non-participating property receives sewer capacity from the City, the owner must pay 100 percent of the cost of the capacity at the time of allocation. Sewer capacity is allocated by the Capacity Allocation Review Board, which meets monthly and consists of the City Manager, the Public Works Director, and the Community Development Director. If the sewer capacity is not used within two years from the date of allocation, it becomes subject to rescission by the City. Additionally, the Tracy Public Works department is working towards the development of a Master Public Facilities Plan for the entire city, based on the average density assumptions for each Land Use Designation. The technical studies on sewer, water and other infrastructure prepared in support of the Urban Management Plan set the base point for facilities planning in order to implement the General Plan. Financing and Phasing of Facilities will be discussed by the City-wide Master Plan, and as each new community develops a Community Area Public Facilities Plan which will provide the details of how each community will connect with the city-wide system.

Residential Growth Management Plan: The Residential Growth Management Plan allows an average of up to 1200 ECUs to be used for residential construction per year, with limited exemptions. A single-family unit requires one ECU, a duplex .8 ECUs, and a multi-family .73 ECUs. Through the Growth Management Plan, a developer applies for Residential Growth Allotments in one year and uses the allotments to obtain residential building permits the following year. One Residential Growth Allotment must be obtained for each ECU of sewer capacity used. In order for a residential project to qualify for an allotment, the City must determine that there are or will be adequate urban services available to the project. Such services include sewer, water, drainage, police, fire, schools, and roads. The Residential Growth Management Plan exempts up to 300 Residential Growth Allotments per year serving Very Low, Lower, and Moderate income households. To date, no housing units have been constructed under this regulatory incentive. Because development is tied to availability of sewer capacity, the RGMP is a necessary constraint to housing development. However, the exception for affordable housing alleviates this constraint.

Building Codes

Building Codes regulate the physical construction of dwellings and include plumbing, electrical and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe buildings and unsafe conditions associated with construction. The City of Tracy enforces the Uniform Building Code (UBC) as provided for by State Law. The City has not adopted substantive amendments to the Code that would

adversely affect standard types of housing. Relaxation of code standards is not considered in the interest of the public health and safety. However, interpretations of some codes may be biased against certain alternative housing types such as Single Residential Occupancy (SRO). Certain types of alternative housing structures, that do not fit defined residential categories, may be given flexibility if they serve low-income households.

State Law affords local government with some flexibility when adopting the UBC: the building code can be amended based on geographical, topological or climatological considerations. Further, State Housing Law provides that local building departments can authorize the use of materials and construction methods other than those specified in the uniform code if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the building codes. The Building Code adopted by Tracy is similar to those used by other local governments, and therefore does not pose any special constraints on the production or cost of housing.

Processing Procedures

The average processing times for residential development are as follows:

- Conditional Use Permit - 6 to 8 weeks
- Tentative Parcel Map - 6 to 8 weeks
- Tentative Subdivision Map - 8 to 16 weeks
- General Plan Amendment - 1 year

The assessment district financing plan has allowed for faster processing with regard to subdivisions as the review of facility requirements has been simplified.

Site plan architectural and landscape plan review procedures have been adopted as part of the development review process for all residential projects. Single family homes, and two family homes, additions or repairs to an existing improvement, if the exterior is not to be altered, and projects where the valuation of the work does not exceed five percent of the total assessment of the property as established by the County Assessor are exempt from these procedures. This process ensures that residential development is consistent with the design guidelines of the Residential Specific Plan. The design/architectural review process does not add substantially to the overall permit time. This review does require more detailed project information and therefore imposes additional costs on developers. The additional cost, however, is incidental relative to the overall project cost.

The Residential Area Specific Plan simplifies environmental review for projects in the specific plan area, resulting in a time and cost savings. Projects consistent with the Residential Area Specific Plan do not require separate environmental review because a Master Environmental Impact Report was prepared and certified for the Specific Plan.

Fees

Gruen Gruen + Associates estimates that one-time fees and permit payments average \$1,000.00 per single-family dwelling unit. Capital in-lieu fees and other smaller exactions are approaching an aggregated cost of up to \$17,500 for basic fees and with Mello Roos an additional \$11,000 can be anticipated per single-family unit. Permit fees and exactions in the City of Tracy are significantly higher than those of surrounding communities. Higher fees impact the ability to provide affordable housing since these costs pass through to the homeowner or renter.

A development survey report that identifies the fee schedule for the Cities of Tracy is shown in Table 4-27.

Non-Governmental Constraints

Land Prices: Land prices in the City of Tracy vary according to location, size and status (i.e., unimproved, improved). Local realtors estimate that the cost of an unimproved acre of land zoned for residential use ranges from \$125,000 to \$150,000 in 1990. A one acre finished lot with streets and infrastructure in place could cost even more. However, large-scale developers buying large tracts of land could expect to pay \$40,000 to \$60,000 an acre for raw land.

Land prices in surrounding communities are significantly lower. For example, in 1990 a developer could expect to pay \$120,000 for a one acre finished lot in the City of Stockton. The high price of land in Tracy, relative to surrounding communities, is a constraint on affordable housing.

Construction Costs

Local developers estimate that construction costs in Tracy range from \$38 to \$50 per square foot for residential development. These costs are generally comparable with surrounding communities and therefore are not a constraint to the development of affordable housing in this region. Construction costs are estimated at a dollar less in the cities of Stockton and Modesto, primarily because labor is cheaper in these cities. In addition, the type of product largely determines the cost of construction, and the Tracy housing market is generally geared towards higher end housing products. Construction costs are significantly greater in Bay Area communities, such as San Francisco, where unionized labor prevails. In such areas, construction costs are estimated at between \$41 to \$54 dollars per square foot.

Financing Costs

Interest rates have one of the greatest impacts on the ability to purchase a home. Interest rates, however, are determined by national policies and economic conditions and, as such, local government has little impact on these rates.

Lending rates for developers are generally 2 to 2.5 percentage points higher than the prime interest rate, and have varied around eight percent during 1992. The building industry notes that financing for residential development has been difficult to obtain from the banking community during 1992 regardless of the interest rate.

TABLE 4-27
PLANNING AND DEVELOPMENT APPLICATION FEES
Effective 11/19/92

Application Type	Fee
Annexation with General Plan Amendment	\$ 2,000*
Annexation with Zone Change	2,400
Appeals to Planning Commission or City Council	200
Conditional Use Permit: Class A	1,100
Class B	800
Class C	250
Extension of Time	250
Development Review: Class A	1,100
Class B	800
Class C	125
Environmental Assessment	250
Environmental Impact Report (EIR)	2,000**
General/Specific Plan Amendment	2,000*
Growth Allotment/Conveyance/Reconveyance	350
Lot Line Adjustment/Lot Merger or Certificate of Compliance	300
Planned Unit Development	2,000*
Residential Growth Allotment	350
Sewer Allocation	250
Sign Permit: Master Sign Program	200
Individual Sign complying with MSP	50
All other Signs	150
Temporary Use Permit	50
Tentative Map: Class A	1,400***
Class B	1,000***
Class C	350***
Extension of Time	250
Urban Management Plan	
Variance	500
Zone Change/Prezone Text Amendment without General Plan Amendment	1,100
Zone Change/Prezone with General Plan Amendment	2,000*
* Deposit actual cost draw down	
** Deposit actual cost draw down plus actual consultant cost	
*** Plus additional \$25.00 per lot	
NOTE: Fee for the preparation of an EIR for a General Plan Amendment and Annexation Application may be combined.	
<u>Class A:</u> Residential Building	5 + units/lots
Commercial Building	5,000 + sq. ft./5 + lots
Industrial Building	20,000 + sq. ft./5 + lots
<u>Class B:</u> Residential Building	3 - 4 units/lots
Commercial Building	2,000 - 5,000 sq. ft./3 - 4 lots
Industrial Building	5,000 - 20,000 sq. ft./3 - 4 lots
<u>Class C:</u> Residential Building	1 - 2 units/lots
Commercial Building	0 - 2,000 sq. ft./1 - 2 lots
Industrial Building	0 - 5,000 sq. ft./1 - 2 lots

Source: City of Tracy

Mortgage interest rates for home purchase have ranged from seven to nine percent for a fixed-rate 30-year loan during 1992. Lower interest rates are available with Graduated Payment Mortgages (GPMs) or Adjustable Rate Mortgages (ARMs). Table 4-28 shows the impact of different mortgage interest rates on monthly housing costs. Clearly, lower interest rates allow housing to be more affordable to lower income groups.

TABLE 4-28
MONTHLY MORTGAGE PAYMENTS
AT VARYING INTEREST RATES

	6%	8%	10%	12%
Purchase Price	200,000	200,000	200,000	200,000
Down Payment	10%	10%	10%	10%
Loan Amount	180,000	180,000	180,000	180,000
Monthly Principle & Interest	1,068	1,321	1,580	1,852
Est. Property Taxes, Insurance*	200	200	200	200
Total Monthly Housing Expense	1,268	1,521	1,780	2,052
Required Monthly Income	3,804	4,562	5,339	6,155
Required Yearly Income	45,648	54,748	64,067	73,854

*Plus Assessment Districts, Maintenance District and Mello Roos Districts.

Source: The Planning Center, 1991.

Chapter Five

AIR QUALITY ELEMENT

I. INTRODUCTION

This Element addresses air quality in the context of local land use planning. Although air quality is primarily a function of environmental conditions and regional emission activities, only local government has the land use authority to achieve an efficient urban form. This form is essential to long-term improvement and maintenance of air quality. In addition, local air quality concerns arise from motor vehicle emission “hot spots” and stationary source locations in proximity to sensitive land uses.

Air pollution concerns are addressed in the City of Tracy Urban Management Plan to provide policies that can reduce existing problems and minimize the potential for high pollutant levels in the future. These policies are established to contribute towards attainment of state and federal air quality standards in San Joaquin County. Since automobile use is the single greatest contributor to air pollution in the state of California, opportunities must be created in the Urban Management Plan to encourage alternative forms of transportation to the single passenger automobile.

Air Quality Elements are not required under State Law. However, local governments can adopt elements in their General Plan in addition to those mandated by Law. The emergence of air quality as a critical planning consideration in the past two decades has resulted in several proposals at the regional and state level to require preparation of an Air Quality Element in the General Plan. In addition, the State General Plan Guidelines includes air quality as a suggested topic in both the circulation and safety elements.

II. GOALS, POLICIES AND ACTIONS

GOAL AQ 1: PRESERVATION AND IMPROVEMENT OF AIR QUALITY THROUGH LAND USE PLANNING IN THE TRACY PLANNING AREA.

Intent: The amount, location and type of land uses in the Tracy Planning Area has long-term air quality implications. A pattern of land uses that facilitates an efficient urban form is essential to improving and maintaining air quality. The integration of land uses can eliminate the length, and number of vehicle trips. Choice of travel mode can be further influenced by locating activity and employment centers near transit nodes.

Policy

AQ 1.1: Promote a pattern of land uses which reduces the number and length of motor vehicle trips.

Actions

AQ 1.1.1: Encourage higher density residential and mixed use development adjacent to commercial centers and transit corridors.

AQ 1.1.2: Require a mix of support services at employment centers.

Policy

AQ 1.2: Encourage new development that helps create and maintain a balance between job and housing opportunities.

Actions

AQ 1.2.1: Require an evaluation of job and housing impacts in environmental documentation for new development.

AQ 1.2.2: Encourage new residential developments to include housing affordable to those working in the local area.

GOAL AQ 2: DEVELOPMENT THAT MINIMIZES AIR POLLUTANT EMISSIONS AND THEIR IMPACT ON SENSITIVE RECEPTORS, AS A RESULT OF INDIRECT AND STATIONARY SOURCES.

Intent: Indirect sources are facilities, buildings or structures that generate motor vehicles and, consequently, pollutants. Stationary sources are development that creates air pollutants, e.g., a factory. Indirect sources are a major source of pollution in the San Joaquin Valley Air Basin and, unlike stationary sources, are within the purview of local government. Measures to reduce mobile emissions can be directed at vehicle destinations, or indirect sources, utilizing local land use authority. The San Joaquin Valley Unified Air Pollution Control District is the permitting agency for stationary sources and, together with the California Air Resources Board, monitors emissions from stationary sources. Through the

local project review process, conflicts arising between stationary sources and sensitive receptors can be addressed.

Policy

AQ 2.1 **Reduce air pollutant emissions by mitigating air quality impacts associated with development projects to the greatest extent feasible.**

Actions

AQ 2.1.1: Approve development that could significantly impact air quality, either individually or cumulatively, only if it is conditioned with all reasonable mitigation measures to avoid, minimize or offset the impact.

AQ 2.1.2: Discourage wood burning in new residential developments by requiring consideration of natural gas fireplaces and pelletized fuel or natural gas space heating systems in project level environmental documents.

Policy

AQ 2.2 **Minimize land use conflicts between emission sources and sensitive receptors.**

Actions

AQ 2.2.1: Locate stationary air pollutant emission sources (e.g., factories) distant and downwind from residential areas and other sensitive receptors.

AQ 2.2.2: Require buffer zones in residential and other sensitive receptor developments, to separate these uses from freeways, arterial roadways, and stationary air pollutant sources.

Policy

AQ 2.3: **Reduce impacts of environmentally damaging air pollutants.**

Actions

AQ 2.3.1: Adopt an ordinance establishing a recapturing and recycling program to reduce chlorofluorocarbon (CFC) emissions from stationary and mobile refrigeration and air conditioning systems.

AQ 2.3.2: Require new sources of toxic air pollutants to: (1) prepare Health Risk Assessments as required under the Air Toxics "Hot Spots" Act; and (2) establish appropriate land use buffer zones around those areas posing substantial health risks.

GOAL **A DIVERSE AND EFFICIENT TRANSPORTATION SYSTEM THAT**
AQ 3: **MINIMIZES AIR POLLUTANT EMISSIONS.**

Intent: Automobile use is the single greatest contributor to air pollution in California, and traffic flow can have a considerable impact on local air quality. Because much of the air quality problem stems from our dependence on the automobile for travel, the most effective strategy for improving air quality involves making fewer automobile trips and when such

trips are necessary, making them shorter. The provision and availability of alternative modes of transportation are essential to the success of this strategy. An alternative to transportation demand strategies is increases in transportation supply, where needed circulation and intersection improvements are provided to meet the city's traffic level-of-service criteria.

Policy

AQ 3.1: **Develop regulations and incentives to reduce the number and length of motor vehicle trips.**

Actions

AQ 3.1.1: Study the feasibility of establishing a Trip Reduction Ordinance for the City of Tracy.

AQ 3.1.2: Coordinate with regional rideshare and transit incentive programs.

AQ 3.1.3: Encourage employers to establish and participate in Transportation Demand Management Programs.

AQ 3.1.4: Support efforts to develop High Occupancy Vehicle (HOV) lanes on freeway commute paths into or out of the Tracy Planning Area.

Policy

AQ 3.2: **Develop an effective transportation system in conjunction with growth areas.**

Actions

AQ 3.2.1: Concentrate commercial and industrial uses along transportation corridors.

AQ 3.2.2: Support efforts to retain the railroad right-of-way for future public transit facilities.

AQ 3.2.3: Pursue funding sources for planning and development of local and regional mass transit services.

AQ 3.2.4: Establish a fair-share developer contribution program to minimize traffic congestion and idling emissions throughout the Tracy Planning Area.

Policy

AQ 3.3: **Promote alternatives to motorized transportation.**

Action

AQ 3.3.1: Require the provision of pedestrian and bicycle linkages from residential areas to open space/recreational facilities and commercial and employment centers.

GOAL **THE EFFECTIVE COORDINATION OF AIR QUALITY**
AQ 4: **IMPROVEMENT EFFORTS IN THE SAN JOAQUIN VALLEY AIR**
 BASIN.

Intent: Air pollutants do not recognize political boundaries. Often the policies of one community may adversely impact another community. This may be particularly true with

respect to pollutants emitted by motor vehicles and underscores the need for subregional and regional consideration of air quality strategies. These strategies must be coordinated with regional agencies to minimize overlapping efforts and ensure that measures with the greatest emission reducing potential are addressed. Regional and local efforts will achieve their maximum potential only after they are supported by the business community, special interest groups and individuals.

Policy

AQ 4.1: **Coordinate air quality planning efforts with other local, regional and state agencies as well as engender community participation in air quality planning.**

Actions

AQ 4.1.1: Notify local and regional jurisdictions of proposed projects which may affect regional air quality.

AQ 4.1.2: Encourage community participation in air quality planning and implementation through public forums and the educational process.

III. SUPPORT INFORMATION

A. Regulatory Environment

The Clean Air Act of 1970 was the first major piece of federal air quality regulation. Amended in 1977 and 1990, the Clean Air Act requires the U.S. Environmental Protection Agency (EPA) to establish national ambient air quality standards (NAAQS) for several pollutants. These Air Quality Standards are by law set at a level that protects public health and welfare and allows an adequate margin of safety. Areas exceeding the federal standards more than two times per year can be designated "nonattainment" areas under the Clean Air Act and are then subject to more stringent planning and pollution control requirements.

Under the 1990 amendment to the Clean Air Act, nonattainment areas are divided into five categories. "Marginal" or "moderate" violators only slightly exceed the NAAQS, whereas "serious," "severe," or "extreme" violators are much further above the standards. Marginal areas are required to do little beyond what they are already doing to attain clean air, but areas designated "moderate" through "extreme" must adopt gradually tighter regulations. States with areas designated "moderate" or worse for ozone nonattainment (including California) are required to show a 3 percent per year reduction in emissions of volatile organic compounds.

Air quality in California is regulated by the California Air Resources Board (ARB), multi-county Air Quality Management Districts (AQMDs), and single-county Air Pollution Control

Districts (APCDs). The ARB is responsible for classifying air basins as attainment or nonattainment in accordance with the federal and state Clean Air Acts. The regional and local air quality agencies are primarily responsible for regulating stationary and indirect source emissions and for monitoring ambient pollutant concentrations.

The San Joaquin County Air Pollution Control District (APCD) unified in early 1991 with other Valley APCDs to form the San Joaquin Valley Unified Air Pollution Control District. The other counties in the Unified District include Stanislaus, Merced, Madera, Fresno, Kings, Tulare, and Kern. The Unified District is currently designated nonattainment for the state ozone standard and the state PM₁₀ standard. The urbanized area of Stockton is considered nonattainment for the state carbon monoxide standard. The remainder of San Joaquin County is unclassified (i.e., not enough information exists to designate either nonattainment or attainment).

Under the California Clean Air Act of 1988, districts designated as nonattainment for state ambient air quality standards for ozone, carbon monoxide, sulfur dioxide, or nitrogen dioxide must submit a plan for attaining and maintaining state standards for these pollutants by the end of 1990. Districts which receive or contribute to transported air pollutants had until June 30, 1991 to submit an attainment plan. The San Joaquin Valley Unified Air Pollution Control District has prepared an Air Quality Attainment Plan.

B. Local Air Quality

The Tracy planning area lies in the northern portion of the San Joaquin Valley Air Basin, surrounded by mountain ranges that direct air circulation and dispersion patterns. Temperature inversions can trap air within the Valley, thereby preventing the vertical dispersal of air pollutants. Wind direction and speed are the primary determinants for horizontal dispersion patterns.

The Tracy climate is Mediterranean, with hot, rainless summers and cool, moist winters. The mean high temperature in Tracy during July is 94.7 degrees Fahrenheit and during January is 43.5 degrees Fahrenheit. Summer nighttime temperatures usually drop to the low sixties, resulting in summer daily temperature ranges of as much as 35 degrees. Freezing temperatures often occur on winter nights, rising to the low fifties during the days. The prevailing winds during the summer are from the north and west. These winds, known as "up-valley winds," originate with coastal breezes that enter the valley through breaks in the coastal ranges, particularly the Carquinez Straits in the San Francisco Bay area.

Cold temperatures and calm conditions combine in the winter to increase the likelihood of high carbon monoxide concentrations. Cold temperatures lead to increased carbon monoxide emissions from automobile fuel combustion, and stable atmospheric conditions allow these emissions to become concentrated near local sources rather than being dispersed by winds. Data from the nearest air quality monitoring stations indicates up to two annual exceedances of the state 8-hour carbon monoxide standard of 9.1 ppm. The highest measurement was

11.4 ppm. Local levels are well below the state 1-hour carbon monoxide standards of 20.0 ppm.

Smog is the major air pollution problem during the summer months. Since the primary constituent of smog is ozone, ozone and its precursors are a focus for local air management efforts. Ozone is not emitted directly into the atmosphere; rather, it is formed from precursor elements (reactive hydrocarbons and oxides of nitrogen) in the presence of sunlight. High ozone concentrations most often occur during hot summer days. Ozone levels have followed a downward trend in recent years, but local monitoring still indicates exceedances of the state standard on twenty two days during 1991.

Ozone often afflicts areas downwind of the original source of the precursor emissions. Peak ozone levels tend to be higher in the southern portion of the Valley, as the prevailing summer winds sweep precursors downwind of northern source areas. San Joaquin County is occasionally influenced by precursors emitted in the San Francisco Bay area; however, sources within the Valley are considered to be a greater influence under most conditions. The San Francisco Bay Area Air Basin (SFBAAB) is designated a "significant" source of ozone precursors to the San Joaquin Valley Air Basin on some days and an "inconsequential" source on other days. The separate designations reflect the fact that ozone precursor transport depends on daily meteorological conditions.

C. Environmentally Damaging Air Pollutants

Toxic pollutants released into the atmosphere are regulated under Sections 44300-44384 of Division 26 of the Health and Safety Code, also known as the Air Toxics "Hot Spots" Act of 1987. The Act established a statewide program for inventory of air toxics emissions from individual facilities. The Act also requires individual air pollution control districts to prioritize and categorize pollutant releasing facilities as high, intermediate, or low priority for health risk assessment. Those facilities categorized as high priority must submit a health risk assessment (HRA) to the district; other facilities may be required to submit HRA's according to the district's priorities established pursuant to the Act.

The State of California also lists certain substances under H&SC Section 39660 et seq., as Toxic Air Contaminants to be regulated to protect public health. Materials listed as Hazardous Air Pollutants under Section 7412 of Title 42 of the United States Code are also listed as Toxic Air Contaminants. The 1990 Amendments to the Federal Clean Air Act added to the list of Toxic Air Contaminants by listing 172 chemicals in 17 classes as Hazardous Air Pollutants for which National Emission Standards (NESHAPs) will be adopted. Emitters of these materials will be required (for the first time) to obtain Federal Emissions Permits if they exceed the threshold amounts for emissions.

Chemical emissions are causing other environmental problems in addition to health effects. A primary cause of ozone depletion is the release of man-made ozone depleting chemicals. New scientific data from satellite observations of ozone depletion has shown a greater than

expected rate and extent of ozone depletion which would lead to unacceptable human and economic costs in terms of loss of agricultural production, loss of fish production, widespread ecosystem damage, accelerated loss of polymer materials, eye damage and excess human cancers. International agreements to end production of the worst ozone depleting materials by the year 2000 and to limit emissions of ozone depleting chemicals, are being implemented in the United States by the EPA under the provisions of Title VI of the 1990 Amendments to the Clean Air Act. These Federal requirements do not preempt more stringent local or state actions. Appropriate local policies should be adopted to complement the requirements of the Clean Air Act. Local governments can increase public awareness of the reasons for implementing stringent reductions in releases of ozone depleting chemicals. The success of implementation of regulations for controlling releases of ozone depleting chemicals will depend in part on self-policing and voluntary compliance, both of which depend on an informed citizenry.

Chapter Six

NOISE ELEMENT

I. INTRODUCTION

A. Purpose

The purpose of this Noise Element is to provide a means for protecting citizens from the harmful effects of excessive noise exposure. This may be accomplished by mitigating noise conflicts through the adoption of specific policies intended to achieve land use compatibility with respect to community noise.

Noise has long been an accepted part of modern civilization and the urbanization process. The general background level of noise, however, seems to be increasing as modern transportation systems develop and human dependence upon machines rises. As society becomes highly mobile and mechanization continues to increase, so does the need for a better understanding of the effects of noise exposure in the environment.

The planning process has not traditionally been concerned with noise. In many instances, noise problems were identified only after the noise sources were allowed to establish in a community. It is now evident that these situations could have been avoided by considering noise generators and noise sensitive receptors as part of the comprehensive planning process.

Noise analyses can provide valuable input to the Circulation, Land Use, and Housing Elements of the General Plan. For example, extremely noisy areas which result from

adjacent transportation systems and industrial land uses would not be suitable locations for noise sensitive residential uses. The Noise Element can recognize the need for both remedial measures for existing noise problems, and preventive actions to protect future development.

B. Consistency with State Planning Law

The Noise Element of the General Plan is a mandatory component pursuant to State law (California Planning and Zoning Law, Section 65302(f)). It must recognize the guidelines adopted by the California Office of Noise Control (ONC) pursuant to Section 46050.1 of the Health and Safety Code. More importantly, the Noise Element should provide a systematic approach to: (1) the measurement and modeling of noise; (2) the establishment of noise standards; (3) the control of major noise sources; and (4) community planning for the regulation of noise. The Noise Element is a guide used to identify and mitigate noise problems.

C. General Plan Requirements

The Noise Element establishes uniformity between City policy and programs undertaken to control and abate environmental noise. The Government Code and ONC Guidelines require that certain major noise sources and areas containing noise sensitive land uses be identified and quantified by preparing generalized noise exposure contours for current and projected levels of activity within the community. Contours may be prepared in terms of either the Community Noise Equivalent (CNEL) or the Day-Night Average Level (Ldn) which are both descriptors of total noise exposure at a given location for an annual average day. It is intended that the noise exposure information developed for the Noise Element be incorporated into the General Plan to serve as a basis for achieving land use compatibility with respect to noise through the long range planning and project processes. It is also intended that noise exposure information be used to provide baseline levels and noise source identification for use in the development and enforcement of a local noise control ordinance and for ensuring compliance with the state's noise insulation standards.

According to the Government Code and ONC Guidelines, the following major noise sources should be considered in the preparation of a Noise Element:

- Highways and freeways
- Primary arterials and major local streets
- Railroad operations
- Aircraft and airport operations
- Local industrial facilities
- Other stationary sources

Also to be considered in the Noise Element are areas containing the following noise sensitive land uses:

- Schools
- Hospitals
- Rest Homes
- Long-term medical or mental care facilities
- Other uses deemed noise sensitive by the local jurisdiction

The noise sensitive land uses in Tracy's Planning Area are mapped in Exhibit 6-1, Noise Sensitive Receptor Locations.

II. GOALS, POLICIES AND ACTIONS

**GOAL
NO 1:** **PROVIDE APPROPRIATE EXTERIOR AND INTERIOR NOISE
LEVELS FOR LAND USES TO PROTECT CITIZENS FROM
EXCESSIVE NOISE.**

Intent: It is the intent of this section to provide noise standards for the planning of land uses in the Tracy Planning Area. The standards consider sensitive land uses, including single and multiple family residential uses, convalescent homes, hospitals, schools and other learning institutions, and parks where quiet is a basis for use. Less sensitive uses include libraries, churches, places of public assembly, recreational areas and commercial facilities. The circulation network, railroad lines, transit depots and industrial facilities are not considered noise sensitive. Noise standards are determined for land uses within each category to establish maximum limits. These standards are also designed to protect existing land uses, including transportation and industry, from encroaching urban uses.

Policy

NO 1.1: **Discourage noise sensitive land uses in noisy exterior environments unless measures can be implemented to reduce exterior and interior noise to acceptable levels. Alternatively, encourage less sensitive uses in areas adjacent to major noise generators but require appropriate interior working environments.**

Actions

NO 1.1.1: *Incorporate measures into all development projects to attenuate exterior and/or interior noise levels to acceptable levels. Noise standards for land use compatibility are provided in Table 6-1 "Noise Maximums within Zoning Districts".*

TABLE 6-1
NOISE MAXIMUMS WITHIN ZONING DISTRICTS
(MEASURED IN Ldn AT THE PROPERTY LINE)

Land Use	Interior Standard	Exterior Standard
Residential	45	65
Public Uses ²	---	---
	50 (living/office areas) 45 (sleeping areas)	65 (school playgrounds)
Commercial	---	70
Industrial	---	75

¹Pursuant to Title 24 of the California Administrative Code.

²Applies only to sensitive land uses such as hospitals, convalescent homes and schools.

NO 1.1.2: *Prohibit residential development in areas where existing or future noise contours exceed 65 Ldn, unless mitigation is provided to meet this level by the project proponent.*

GOAL NO 2: **FACILITATE PROPER LAND USE PLANNING BY SEPARATING SIGNIFICANT NOISE GENERATORS FROM SENSITIVE RECEPTOR AREAS.**

Intent: The separation of noise generators from sensitive receptors will result in an exterior environment that requires minimal mitigation to meet acceptable noise levels. Proper planning will ensure that sensitive receptors are not impacted by noise hazards by locating these land uses distant from each other. Noise hazard areas will be considered to include land within the 65 CNEL contour of master planned roadways, railroad corridors, Tracy Municipal Airport, and industrial facilities. Future noise contours for major noise generators are provided in Exhibit 6-2.

Policy

2.1: **Locate noise tolerant land uses in areas irrevocably committed to noise producing uses, such as adjacent to master planned roadways or within the contours of the Tracy Municipal Airport.**

Action

NO 2.1.1: *Require that projects include a review of noise impacts meeting a minimum standard of performance.*

Policy

NO 2.2: **Assure that areas subject to noise hazards are identified, quantified, and mapped in a form that is available to decision makers.**

Action

NO 2.2.1: *Review the airport noise contour map with every General Plan Update.*

Policy

NO 2.3: **Coordinate planning efforts such that noise sensitive land uses are not located near major stationary noise sources.**

Action

NO 2.3.1: *Create a master noise source map to be used in the review and approval process.*

Policy

NO 2.4: **Minimize conflicts between land uses and the circulation network.**

Actions

NO 2.4.1: *Locate truck routes and transportation facilities to discourage truck traffic and through traffic in residential and other noise-sensitive areas.*

NO 2.4.2: *Employ noise mitigation measures in the design of all future streets and highways and when improvements occur along existing highway segments. Measures will emphasize the establishment of buffers between roadways and adjoining noise sensitive areas.*

GOAL **PROMOTE THE CONTROL OF NOISE BETWEEN LAND USES.**
NO 3:

Intent: Exterior and interior noise standards determine the design and location of land uses. There is also the opportunity to control noise between land uses through enforcement of the Tracy Municipal Code Noise Ordinance. The Noise Ordinance currently discusses general community noise levels which “unreasonably disrupts the peace and quiet”. This subjective level provides the opportunity for biased enforcement of noisy activities. Standards are needed in the Ordinance to establish maximum noise levels during specific time periods when the uses are most sensitive to noise. In this way, noise can be controlled between uses after planning activities have ended.

Policy

NO 3.1: **Establish the maximum permitted noise levels at property lines to minimize impact on adjacent land uses.**

Action

NO 3.1.1: *Revise the Tracy Municipal Code Noise Ordinance to include maximum noise levels for various land use categories, accounting for sensitive time periods.*

**GOAL
NO 4: CONTROL NOISE FROM SIGNIFICANT NOISE GENERATORS IN
THE COMMUNITY.**

Intent: Noise can be controlled in three areas: (1) at the source with muffling techniques; (2) at the receptor through the use of architectural treatments; or (3) along the noise path with the insertion of sound barriers. The most effective means of reducing noise in the community is by controlling it at its source.

Policy

NO 4.1: Reduce noise generated by sound amplification equipment in public places.

Action

NO 4.1.1: *Revise the noise ordinance to require permits for the use of sound amplification equipment in public places or in proximity to noise sensitive areas.*

Policy

NO 4.2: Encourage the use of noise reducing flight procedures for large aircraft accessing Tracy Municipal Airport, such as maintaining minimum flight altitudes or using less sensitive flight paths.

Action

NO 4.2.1: *Prepare performance standards and other noise reducing procedures in close coordination with the airport administrator of the FAA.*

Policy

NO 4.3: Participate in the planning process for conversion of the railroad right-of-way to ensure that resulting noise levels are compatible with existing and Urban Management land uses.

Action

NO 4.3.1: *Prepare an analysis and recommendation on the impacts caused by the railroad right-of-way conversion, in coordination with the railroad right-of-way owners.*

Policy

NO 4.4: Regulate noise from construction activities.

Actions

NO 4.4.1: *Enforce the Noise Ordinance for all non-emergency construction operations.*

NO 4.4.2: *Set criteria for the purchase of quieter City maintenance equipment and encourage the purchase and use of quieter equipment by City contractors.*

GOAL **CONSIDERATION OF NOISE ISSUES IN THE PLANNING PROCESS.**
NO 5:

Intent: Noise issues should always be considered during the planning process so that needed measures are incorporated in design and location of land uses. In addition, the economic impact of noise attenuation measures can then be incurred by the property developer and not future owners who may not anticipate noise impacts.

Policy

NO 5.1: **Consider Noise Implications as part of project review procedures.**

Actions

NO 5.1.1: Assign one City Department the responsibility of becoming knowledgeable about noise and noise control within the Tracy Planning Area.

NO 5.1.2: Develop the necessary capability for review of land use related noise issues.

Policy

NO 5.2: **Undertake project review for noise conflicts.**

Actions

NO 5.2.1: During review of development applications, consider the noise impact of proposed land uses on existing or planned contiguous uses.

NO 5.2.2: Prepare performance standards to be used in the planning review process of development proposals.

NO 5.2.3: Require proposed noise producing projects to have an acoustical engineer prepare a noise analysis with recommendations for design mitigation if the project is to be located within impacting proximity to existing or planned noise sensitive land uses.

NO 5.2.4: Require proposed noise sensitive projects within noise impacted areas to submit acoustical studies and to provide mitigation from noise.

NO 5.2.5: For projects in close proximity to planned roadways, utilize the ultimate roadway capacity at the maximum established Level of Service C or D within a quarter mile of any freeway standard and the posted speed limit to estimate maximum future noise generation.

NO 5.2.6: Prohibit projects that are incapable of successfully mitigating excessive noise.

Policy

NO 5.3: **Mitigate all significant noise impacts as a condition of project approval.**

Actions

NO 5.3.1: Consider site design techniques as the primary means to minimize noise impacts.

- *Utilize landscaped building setbacks to increase the distance between the noise source and receptor.*

- *Promote the placement of noise tolerant land uses such as parking lots, maintenance facilities, and utility areas between the noise source and receptor.*
- *Buildings can be oriented to shield outdoor spaces from a noise source. Quiet outdoor spaces can be provided by creating a U-shaped development which faces away from the roadway or by clustering land uses.*

NO 5.3.2: Encourage developers to consider alternative architectural layouts as a means of meeting noise reduction requirements.

- *Bedrooms should be placed on the side of the house facing away from major roadways. The use of noise tolerant rooms such as garages, bathrooms and kitchens to shield noise-sensitive areas will be encouraged.*
- *Balconies or bedroom windows facing major travel routes should be avoided. Development proposals including balconies or bedrooms in the design will need to meet performance standards if evaluation during the environmental review process indicates significant impacts.*

NO 5.3.3: Where architectural design treatments fail to adequately reduce adverse noise levels or will significantly increase the costs of land improvements, require the combined use of noise barriers and landscaped berms.

III. SUPPORT INFORMATION

A. Land Use Compatibility

Land uses deemed noise sensitive by the State of California include schools, hospitals, rest homes, long-term care and mental care facilities. Many jurisdictions consider residential uses particularly noise sensitive because families and individuals expect to use time in the home for rest and relaxation, and noise can interfere with those activities. Some variability in standards for noise sensitivity may apply to different densities of residential development, and single family uses are frequently considered the most sensitive. Jurisdictions may identify other uses as noise sensitive such as churches, libraries, day care centers, hospitals, and parks.

Land uses that are relatively insensitive to noise include some office, commercial and retail developments. There is a range of insensitive noise receptors which generate significant noise levels or where human occupancy is typically low. Examples of insensitive uses

include industrial and manufacturing uses, utilities easements, agriculture, vacant land, parking lots, salvage yards, and transit terminals.

The State Office of Noise Control has developed a noise/land use compatibility matrix showing noise standards for various land use categories. The noise standards are intended to provide guidelines for the development of municipal noise elements. Depending on the environment of a particular community, these basic guidelines may be tailored to reflect the existing noise and land use characteristics of a particular community.

California's noise insulation standards were officially adopted by the California Commission of Housing and Community Development in 1974 and became effective on August 22, 1974. On November 14, 1988, the Building Standards Commission approved revisions to these standards (Title 24, Part 2, California Code of Regulations). The ruling states that "Interior noise levels attributable to exterior sources shall not exceed 45 dB in any habitable room. The noise metric shall be measured in either CNEL or dBA, consistent with the noise element of the local general plan." Additionally, the commission specifies that residential buildings or structures to be located within exterior CNEL (or dBA) contours of 60 dB or greater of an existing or adopted freeway, expressway, parkway, major street, thoroughfare, rail line, rapid transit line, or industrial noise source shall require an acoustical analysis showing that the building has been designed to limit intruding noise to an interior CNEL (or dBA) of 45 dB.

B. Ambient Noise Measurements

As a prerequisite to an effective noise control program, a community must be cognizant of the location and extent of local noise problems; namely major noise source locations, noise sensitive receptor locations and current levels of exposure. This data can then be utilized to focus noise control and abatement efforts where they are most needed. In some cases, the control of noise sources will be beyond the City's jurisdiction. However, by recognizing these limitations, more effective land use strategies can be developed.

Noise measurements were taken during a typical weekday at eighteen locations throughout the City of Tracy and its study area. Criteria for site selection included geographical distribution, land uses suspected of noisy activities, proximity to transportation facilities and sensitive receptor locations. The main purpose of the noise monitoring was to determine an existing noise profile for the study area for use in estimating the level of current and future noise impact.

Measurements represent noise emanating from Interstate 5, Interstate 205, County Road J4, farm machinery, truck routes, Tracy Airport and the local master planned roadway network. Sensitive receptor locations monitored include single and multi-family residential units, elementary schools, a high school and a hospital. Noise levels were monitored during the peak traffic hour to represent maximum noise levels, or during off-peak conditions and then modified to reflect peak conditions.

Table 6-2 provides noise measurement data and site descriptions for the eighteen monitoring locations. As shown therein, noise levels exceeded the dBA criteria for locating sensitive land uses in all but one location. Noise levels exceeded the 65 dBA criteria which restricts residential development without adequate mitigation at twelve of the eighteen monitoring locations. Of the eighteen monitoring stations thirteen were located at residential sites and of these thirteen sites all but two of the noise levels monitored exceeded 65 dBA.

The noise level measured at the hospital location was 62.5 dBA, and therefore within the limits considered acceptable for this type of sensitive land use. Although traffic volumes were relatively high at this location, the average vehicle speed of 35 mph was fairly low. Conversely, the noise levels measured at elementary schools exceeded 70 dBA, which is not considered an acceptable exterior environment for education facilities.

C. Significant Noise Sources

Two types of noise sources should be considered in a community noise inventory: stationary sources and mobile sources. Fixed sources of noise include airports, train depots, industrial and construction activities, farming equipment operations, shooting ranges, boating areas, air conditioning/refrigeration units, drag strips, concert halls, loud whistles or bells, outdoor sporting events, loud radio, stereo or television usage, power tools, lawn mowers, home appliances and barking dogs. Mobile noise sources are typically transportation-related and include aircraft, trains, boats, automobiles, trucks, buses, motorcycles, and off-road vehicles.

Although construction activities associated with public works projects or private development occur throughout the City, they are generally localized and temporary. Many stationary noise sources exist throughout the City and are typically accepted as part of the ambient or background noise level.

Motor vehicles in the City are the dominant source of continuous noise. State Route 33, State Route 132, County Road J4 (Byron Road and Grant Line Road), Interstate 205, Interstate 5, and Interstate 580 carry appreciable volumes of both truck and commuter traffic. Land uses adjacent to these and other master planned roadways are affected by motor vehicle noise.

Other transportation facilities in the City that contribute to community noise levels include the Tracy Airport, the Southern Pacific Transportation Company Railroad lines (SPTC), and the Union Pacific Railroad (UP) line. Various categories of transportation noise generators are discussed separately in the following sections.

TABLE 6-2
AMBIENT NOISE LEVELS 1991

Primary Source	dBA	Land Use	Description
County Road 4	65.4	SFD	Noise from CR 4; high truck percentage; traffic free flowing
Interstate 205	63.3	SFD	Noise from I-205 during peak hour.
County Road 4	76.3	SFD	Noise from CR 4; high truck percentage.
Interstate 5	67.3	SFD	Noise from I-5 and 11th Street direct line-of sight to vehicles on both roadways.
Truck Route	69.7	MFA	Noise from Grant Line Road; highly developed area.
Truck Route	71.9	ES	Noise level at edge of Banta ES playground.
Interstate 5	56.6	OS	Open field adjacent to I-5 freeway.
Major Roadway	62.5	Hospital	At Tracy Community Hospital adjacent to patient rooms fronting on Tracy Blvd.
Major Roadway	62.4	HS	Noise level in front of theater at Tracy High School.
Major Roadway	68.8	SFD	Residence fronting on 11th Street near town center.
Farm Equipment & Road	69.1	SFD	Noise from farm machinery and motor vehicles on Patterson Pass Road.
Truck Route	71.0	SFD	Residence on MacArthur Drive.
Farm Equipment	71.8	SFD/Ag	Noise from Bird Road and farm machinery.
Major Roadway	68.3	SFD	Noise from Lammers Road and factory in distance.
Aircraft & Road	63.6	SFD	Noise from Valpico, Tracy Airport and home construction activities.
Trucks, Mining, Aircraft	67.6	SFD	Noise from Linne Road, aircraft and surface mining activities.
Truck Route	70.4	ES	Noise from truck stop opposite, and large truck traffic at Tracy Elementary School.
Major Roadway	65.4	SFD	High truck traffic levels along Chrisman Road in low density residential/agricultural area.

Source: The Planning Center 1991 Field Measurements

1. Airport and Aircraft

The Tracy Municipal Airport is located in the southern portion of the City, between Tracy Boulevard and Corral Hollow Road south of Linne Road. Seventy-one aircraft are currently based at this airport, but this number is decreasing every year. The majority of these are single engine planes and the rest are twin engine craft. The airport operator is currently considering the sale of jet fuel and extension of the runways to allow for jet aircraft.

Approximately 56,750 operations occurred during 1990, with maximum daily operations between March and October when the weather is clear and the sun stays out past 7:00 PM. Weather constraints from November to January substantially reduce operations.

Noise exposure maps for airport activities were recently developed for the San Joaquin County General Plan Update. Activities were modeled utilizing data for type of aircraft, type and time of operations, runway usage and flight track utilization. Noise contours are provided in Exhibit 6-3 for year 1985 operations at the Tracy Municipal Airport.

2. Railroads

Three freight rail lines run through the City of Tracy. The Union Pacific line passes through the southern portion of the City on its path from Sacramento to Oakland. Two Southern Pacific Transportation Company Lines (SPTC) pass through the City; one is considered a local freight train and the other services the resident beet growers during the harvesting season. Table 6-3 provides a breakdown of the rail operations that occur along these three lines by number, length, time of day, and speed rating.

TABLE 6-3
RAILROAD OPERATIONAL DATA
UNION PACIFIC AND SOUTHERN PACIFIC
1990 OPERATIONS

Railway Segment	No. Freight Trains/Day	Train Length (Feet)	Distribution Day/Evening/Night	Speed
SPTC (Beet Train)	2	2,490	100%/0%/0%	20 mph
SPTC (Local Freight)	2	1,560	100%/0%/0%	20 mph
UP Mainline	12	6,000	58%/17%/25%	60 mph

Source: Southern Pacific Transportation Company, Union Pacific

The data provided in Table 6-3 is interpreted with the Wyle Laboratories train noise methodology to determine noise associated with rail lines in Tracy. Noise exposure contours along railway tracks are determined from the number and type of trains using the line, the magnitude and duration of each train pass, and the time of day the operation occurs. The noise contours at 100, 200, 400 and 800 feet from each of these railway lines is contained in Table 6-4.

TABLE 6-4
TRAIN NOISE CONTOURS

Railway Line	Noise Level (Ldn) at			
	100 feet	200 feet	400 feet	800 feet
SPTC Beet Train	58.2	54.5	49.0	43.9
SPTC Local Freight	57.9	54.4	48.9	43.8
UP Mainline	72.8	68.1	62.5	56.5

Source: The Planning Center

As shown in Table 6-4, the Union Pacific line creates the greatest noise contours of the three lines operating in the City. However, given its location in a less populated area of Tracy, it may not result in significant impacts on nearby sensitive receptors. The current level of activity on any of the lines is not expected to increase significantly in the future according to company representatives. However, rail traffic will respond to market demand and may increase or decrease depending on the future land uses in the vicinity. Any future impact will be directly related not only to the number of operations occurring each day but also to the time of day at which they occur. A significant increase in nighttime operations would have a detrimental effect on the quality of life in the City of Tracy.

3. Motor Vehicles

The highway traffic noise prediction model developed by the Federal Highway Administration (RD-77-108) was used to evaluate existing noise conditions in the study area. This model utilizes various parameters including traffic volume, vehicle mix and speed, and roadway geometry, to compute typical equivalent noise levels during daytime, evening and nighttime hours. The resultant noise levels are then weighted and summed over 24 hourly periods to determine the daily Ldn value. Noise contours are derived through a series of computerized calculations to provide the 60, 65, and 70 Ldn locations. These contour locations can be used as a planning tool to locate noise sensitive receptors away from major noise generators. They apply only to first line receptors, as receptors set back further from the noise source will benefit from the shielding of intervening land uses. The contours do not assume the presence of any sound walls or barriers.

Exhibit 6-4 provides the current noise levels adjacent to roadways in the Tracy Planning Area, assuming a standard sound attenuation loss of 4.5 dBA with each doubling of distance. The noise levels at 100 feet from the centerline of area roadways currently range from a low

of 48.0 Ldn along Valpico Road to a high of 80.2 Ldn along Interstate 5. The noise levels provided in Table 6-6 are typical of an urbanizing area.

4. State Highways

Within the study area are five state highways including three interstates (5, 205, 580) and two state routes (33, 132). The highest noise levels are associated with Interstate 5, on the link exiting the study area to the northeast. With over 100,000 average daily vehicles (ADT), the 65 Ldn contour is located 1,034 feet from the freeway centerline. Since the surrounding area is sparsely populated, this noise level does not significantly affect the community.

Interstate 205 passes through the most densely populated portion of the City. With daily traffic volumes ranging from 50,000 to 60,000 ADT, the freeway has the potential to impact sensitive receptors located up to 651 feet away. The roadway volumes and resultant noise contours associated with Interstate 580, State Route 33, and State Route 132 are much lower than the other freeways. Their location in the southern portion of the study area is distant from all but a few existing residential receptors.

5. Truck Routes

Truck routes have been identified within the City to direct large trucks onto roadways designed for that purpose. These routes are typically distant from sensitive receptor locations or noise levels have been appropriately mitigated. In the Tracy vicinity, truck routes pass through residential areas and adjacent to existing elementary schools. Traffic levels along truck routes currently range up to 20,000 ADT, but the majority of these roadway links are below 5,000 ADT. As the City grows and traffic levels increase, there is a great potential for noise conflicts with adjacent land uses.

Traffic noise generation is highly sensitive to the number of trucks as a percentage of the total vehicles using the roadway on a daily basis. Medium-duty trucks are those with two axles and heavy-duty trucks are those with three or more axles. Since heavy-duty vehicles create much higher noise levels during a pass-by, the percentage of these trucks or the total truck mix is equally important.

6. Farming Operations

Farming operations occur in the study area, in all directions from the City core. Some of the more common noise sources associated with farming include tractors, harvesting equipment and spray equipment. Noise levels commonly produced by this equipment are shown in Table 6-5.

TABLE 6-5
TYPICAL FARMING EQUIPMENT NOISE LEVELS

Equipment	Distance (Feet)	Sound Level (dB)
Cotton Picker	50	58
Diesel Wheel Tractor		
■ With Disc	150	72 - 75
■ With Furrow	50	69 - 79
Weed Sprayer (1 cylinder)	50	74 - 75
FMC Bean 267 Dryer	50	92 - 97
Aerofan 391 Speed Sprayer	200	74 - 76

Source: Brown-Buntin Associates, Inc.

Table 6-5 does not include all types of farm equipment, but it does present a range of noise levels which may be expected. A general rule of thumb is that a diesel engine will produce noise levels of 75-85 dB at approximately 50 feet. Although farming operations occasionally generate significant noise levels, such levels generally do not last more than a few hours at a given location unless a stationary piece of equipment such as a pump motor is involved. Night-time operation of farming equipment adjacent to residential areas may be perceived as annoying, particularly if sleep is disrupted.

D. Sensitive Noise Receptors

Current land uses located within the City of Tracy that are sensitive to intrusive noise include hospitals, convalescent care facilities, parks, residential areas and schools. Exhibit 7 details the locations of sensitive receptors within the Tracy Planning Area.

The one hospital within the study area is Tracy Community Memorial Hospital located along Tracy Boulevard. A noise measurement taken at this location indicated that the monitored level was 62.5 dBA, within the standards considered acceptable for medical care facilities.

Two convalescent care facilities are located on the north side of Grant Line Road. The exterior noise level predicted with the Federal Highway Administration (FHWA) highway noise model was 67.3 Ldn at 100 feet from the Grant Line Road centerline, potentially in excess of the criteria for convalescent facilities.

Schools and parks are located throughout the study area. The majority of these facilities are not located along major arterials and are, therefore, shielded from noisy transportation corridors. Several schools are exceptions to this rule, including Tracy High School on 11th Street, Banta Elementary School on Grant Line Road and Jefferson Elementary School at the intersection of Linne and Chrisman Roads. As shown by the noise measurement results provided in Table 6-2, the high school is compatible with the noise environment, but the elementary schools are exposed to noise in excess of 65 dBA.

Residential areas exist along all three train routes through the City. The railroad noise contours indicate that the only route of concern is the Union Pacific route which parallels Linne Road, then angles to the north just past MacArthur Drive. Residences along this route may experience noise levels in excess of acceptable levels.

Residential areas are located along almost every major arterial and therefore experience significant motor vehicle generated noise levels. Many of the newer residential developments provide adequate sound barriers and may not be impacted by arterial noise. However, a substantial number of homes not built as part of a housing tract exists along major roadways. The Ldn values at residential locations directly adjacent to the roadways listed in Table 6-6 exceed 65 dBA Ldn. If a residence takes direct vehicular access from the roadway or if the housing tract was not built with protective noise barriers, the noise exposure in these areas would be considered excessive.

TABLE 6-6
ROADWAY NOISE LEVELS IN EXCESS OF 65 LDN

Roadway	Reach
Interstate 205	Interstate 5 to Interstate 580
Interstate 580	Interstate 5 to Interstate 205
Interstate 5	Interstate 205 to Interstate 580
State Route 33	East of Interstate 5
State Route 132	Interstate 5 to Interstate 580
Grant Line Road	Lammers Road to Bird Road
11th Street	Tracy Boulevard to Interstate 5
Valpico Road	Tracy Boulevard to Chrisman Road
Linne Road	West of Chrisman Road
Byron Road	Grant Line Road to Patterson Pass
Corral Hollow Road	Interstate 205 to Valpico Road Linne Road to Interstate 580
Tracy Drive	Grant Line Road to Linne Road
MacArthur Boulevard	North of Grant Line Road
Chrisman Road	11th Street to Valpico Road

Source: The Planning Center

EXHIBIT 6-1

SENSITIVE NOISE RECEPTOR LOCATIONS

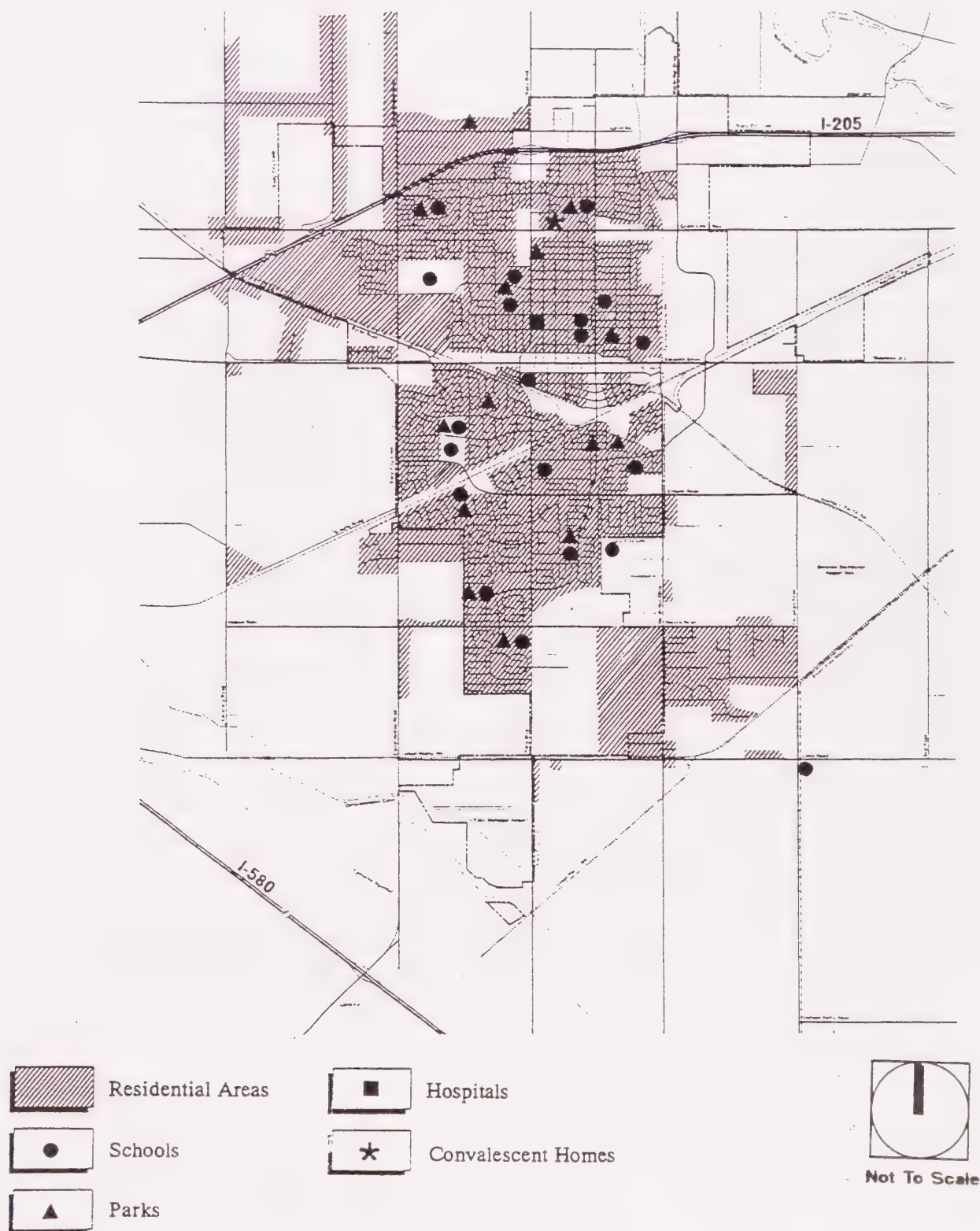
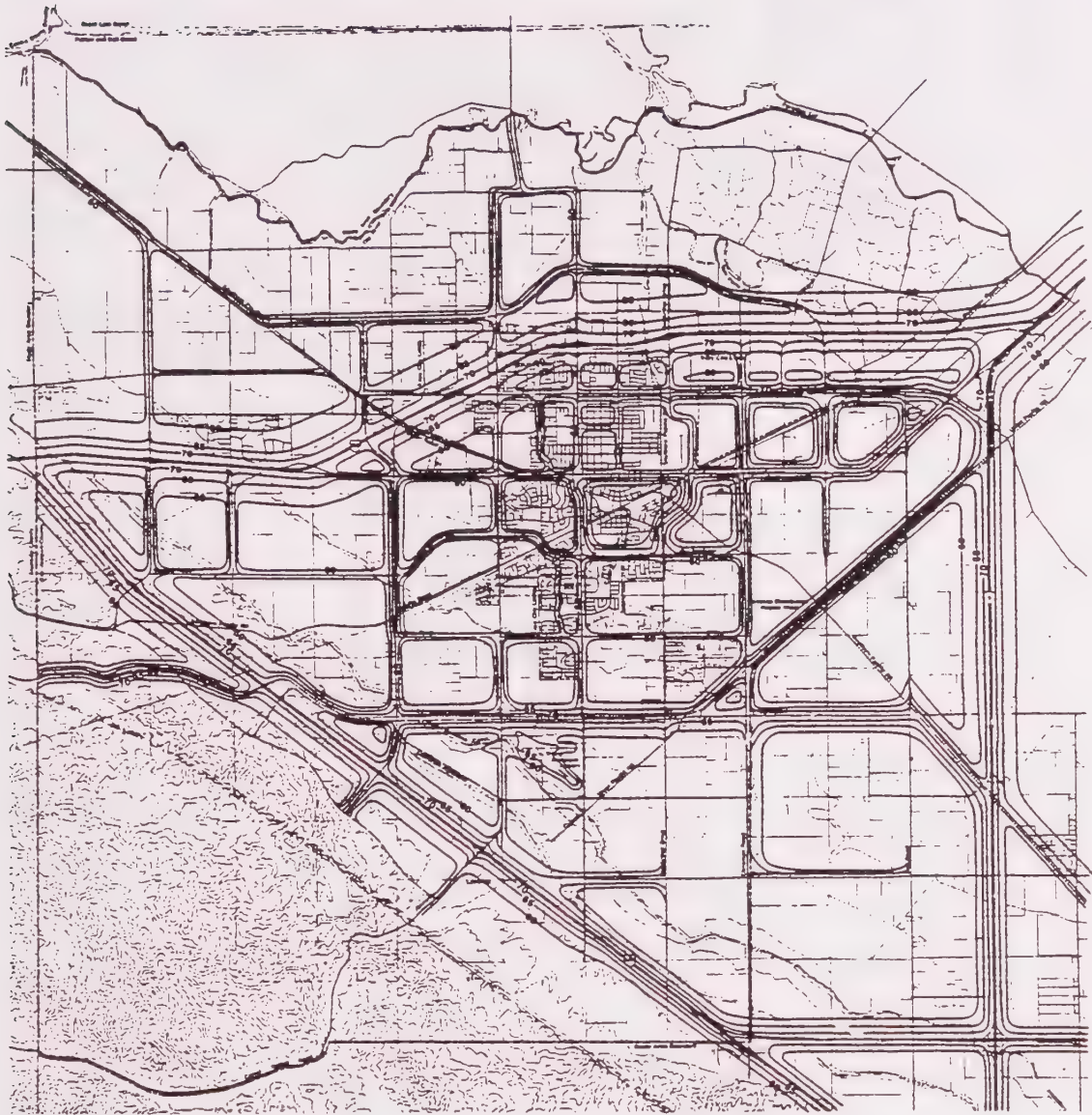


EXHIBIT 6-2 FUTURE NOISE CONTOURS (2010)



Note: Full size exhibit available at Community Development Department.

SOURCE: The Planning Center



EXHIBIT 6-3

CNEL CONTOURS FOR 1985 OPERATIONS AT TRACY MUNICIPAL AIRPORT



EXHIBIT 6-4 EXISTING MOTOR VEHICLE NOISE CONTOURS (1991)



Note: Full size exhibit available at Community Development Department.

Chapter Seven

SAFETY ELEMENT

I. INTRODUCTION**A. Purpose**

The Safety Element focuses on issues that must be considered in the physical development of the Tracy Planning Area and sets policy direction. Environmental conditions that have the potential to adversely impact the community include flooding, fire, geologic and seismic hazards. Additional issues of concern to the City are personal safety and management of hazardous materials.

Hazards refer to natural or man-made conditions which have the potential to threaten life, cause injury, or damage property. Disasters are specific events resulting from the interaction between hazards and human populations. Through investigation of hazard risks and careful land use planning to reduce or restrict development in high risk areas, the potential for disaster can be reduced. Development siting, design considerations and emergency preparedness can reduce, if not eliminate, risks of hazards to the Tracy Planning Area.

The Safety Element is a required General Plan Element, and is consistent with the other elements of the Tracy General Plan Update.

B. Consistency with State Planning Law

State legislation requires that a Safety element be adopted by counties and cities as part of their General Plans. (Section 65302 (g) of the Government Code.) The function of this element is to identify hazards due to seismic and geologic activity, fire, flooding, etc., and to propose measures for the protection of the citizenry against these hazards. This element is designed to fulfill these requirements. The hazards considered in this element are (1) seismic - including faulting, groundshaking, liquefaction, and seiches; (2) geologic - including subsidence, erosion, expansive soils, and landslides; (3) fire; and (4) flooding. Emergency services for all of these hazards are considered in the Community Facilities and Services Element.

It is not possible to eliminate all risks due to natural hazards. However, steps can be taken to reduce risk. It should be kept in mind that risk reduction measures each carry a cost. Funds spent on hazard reduction might alternatively be spent making streets safer from car accidents and crime, providing better health care, or in other ways reducing risks and improving the quality of life. In this element, an attempt has been made to balance the damaging potential of natural hazards against the costs of mitigating these hazards.

II. GOALS, POLICIES AND ACTIONS

GOAL A REDUCTION OF IMPACTS FROM NATURAL HAZARDS THAT SA 1: CAN POTENTIALLY AFFECT THE TRACY PLANNING AREA.

Intent: The City recognizes the potential flood hazards from overflows of Old River to the north as well as from the San Joaquin River to the east and seeks to protect development which may occur in the 100-year flood plain.

Policy

SA 1.1: Provide flood protection for existing development and for areas planned for new development.

Action

SA 1.1.1: *The City should explore the feasibility of options necessary to remove areas to be developed from the 100-year flood plain. These options may include:*

- *Construction of a new flood control levee or rebuild the existing levee to the north of the City to protect against flooding from Old River;*
- *Coordination with other flood control agencies such as the U.S. Army Corps of Engineers, Federal Emergency Management Agency (FEMA), and neighboring cities and counties to define*

deficiency, then to rehabilitate the existing unstable levees along the San Joaquin River.

Policy

SA 1.2: Utilize the unprotected 100-year flood plain for low density uses such as agriculture, open space, recreation, land application of reclaimed water and wetlands.

Actions

SA 1.2.1: *Continue to enforce the City's existing ordinance for flood plain regulations and development standards.*

SA 1.2.2: *Continue to implement the City's existing Storm Drainage Master Plan which provides storm drainage conveyance capacity sufficient to contain 100-year flood flows in the rights-of-way of the major public streets and 10-year flood flows within the top of the street curbs. Require the Master Plan design standards be used for all future City drainage facilities.*

Policy

SA 1.3: Mitigate effects of flooding in the 100 year flood plain of the San Joaquin River.

Actions

SA 1.3.1: *Continue to participate in National Flood Insurance Program.*

SA 1.3.2: *Continue to implement flood plain Zoning Regulation overlay zones that comply with FEMA and control the types of structures and land uses permitted in areas deemed high risk. Require these structures be built in a manner that minimizes flood losses.*

SA 1.3.3: *As annexation efforts are initiated for areas subject to dam failure inundation, coordinate preparation of a dam safety plan with the Office of Emergency Services. These areas are located in the northern portion of the Tracy Planning Area.*

Policy

SA 1.4: Mitigate potential adverse impacts of geologic and seismic hazards.

Actions

SA 1.4.1: *In areas of potential geologic hazards require site specific geologic and soils studies as part of approval process for all new development. This analysis must identify on-site geologic hazards, determine risk potential and provide mitigation measures for all pertinent geologic hazards.*

SA 1.4.2: *Conduct a building survey to identify structures that are substandard in terms of seismic safety. Develop a program to bring these structures up to current seismic safety code standards.*

SA 1.4.3: *Require that underground utilities, particularly water and natural gas mains, be designed to withstand seismic forces.*

- SA 1.4.4: Coordinate with San Joaquin County to regularly inspect and repair area levees, as needed, to ensure structural integrity in the event of seismic activity.*

Policy

- SA 1.5: Develop plans and programs to mitigate the effects of natural hazards.**

Actions

- SA 1.5.1: Prepare and regularly update Emergency Preparedness Plan to respond to changes in land use, population and city boundaries.*
- SA 1.5.2: Coordinate with San Joaquin County, Federal Emergency Management Agency and Office of Emergency Services in reducing community risk in the event of a disaster through Emergency Preparedness Plan preparation and disaster drills.*
- SA 1.5.3: Provide community awareness and education pamphlets for citizens describing procedures and evacuation routes to be followed in the event of a disaster.*
- SA 1.5.4: Work with community groups to provide educational programs to residents regarding emergency procedures in the event of a disaster.*

- GOAL** **PROTECTION OF THE PUBLIC AND ENVIRONMENT FROM**
SA 2: EXPOSURE TO HAZARDOUS MATERIALS AND HAZARDOUS
WASTE.

Intent: The management of hazardous materials has recently emerged as an important environmental and planning issue. Modern technology and society's high standard of living has led to a dependence on products containing hazardous substances. This dependency can be expected to increase along with the need for adequate management of materials and waste in the City.

Policy

- SA 2.1: Protection of the community and environment, through land use controls, site design, and public policy.**

Actions

- SA 2.1.1: Land uses involved in the use, storage or production of hazardous materials shall be located a safe distance from other uses that may be adversely affected by such activities, based on input provided by San Joaquin County Office of Emergency Services and the Fire Department.*
- SA 2.1.2: Coordinate with San Joaquin County Office of Emergency Services in its maintenance of an inventory of businesses or facilities involved in the transportation, use or storage of hazardous materials.*
- SA 2.1.3: Regulate the storage, manufacturing and use of flammable, explosive or otherwise hazardous materials and develop standards addressing the transport of these materials within the subregion.*
- SA 2.1.4: Incorporate household hazardous materials disposal plan into the joint San Joaquin County-City Solid Waste Management and Source Reduction Plan.*

- SA 2.1.5: *Support the efforts of all hazardous material shippers and users in reducing the threat to life or property as a result of the transportation, use, and storage of hazardous materials.*
- SA 2.1.6: *Cooperate with San Joaquin County in the preparation and implementation of its Hazardous Waste Management Plan.*

GOAL **A COMMUNITY SAFE AND SECURE FROM PERSONAL INJURY**
SA 3: **AND LOSS OF PROPERTY.**

Intent: Residents pride themselves on the safe living environment that prevails in the City of Tracy. The City will continue to provide adequate levels of fire and police service necessary to maintain this environment.

Policy

- SA 3.1:** **Provide fire protection and law enforcement to ensure the public's health and safety.**

Actions

- SA 3.1.1: *Fire and law enforcement hazards shall be identified in project review and shall be prevented or mitigated to an acceptable level.*
- SA 3.1.2: *New developments shall satisfy fire flow and hydrant requirements, street widths and design requirements as established by the City.*
- SA 3.1.3: *The Fire Department shall maintain an ongoing fire and life safety inspection program for all commercial and industrial buildings.*
- SA 3.1.4: *All new development shall be constructed according to fire safety and structural stability standards contained in the latest adopted Uniform Fire and Building Codes and related regulations.*
- SA 3.1.5: *The City shall require property owners to remove fire hazards, structures, materials, and debris, as directed by the Fire Department.*
- SA 3.1.6: *The City shall use physical site planning as an effective means of preventing fire. Urban/wildland interface areas shall be designed with the following features:*
- *Drought-resistive, native plants incorporated into public works projects. Such plants should be of varieties that retain moisture and are fire-resistant.*
 - *Roadways (public and private) that are adequate in width to allow for passenger vehicle evacuation and emergency vehicles to share the roadway.*
 - *Roadways (public and private) with grades that can accommodate emergency fire apparatus.*
 - *Structures that are constructed of fire-resistive material.*

- SA 3.1.7: *The City shall work with State and local fire agencies to develop and maintain a list of drought-resistant plants that are also fire-resistant. All development in urban/wildland interface areas shall be required to limit landscaping to these approved species.*
- SA 3.1.8: *The City shall continue to prohibit the use of untreated shake roofs in all areas of the City.*
- SA 3.1.9: *The City Community Development and Fire departments shall prepare, for City Council adoption, a map illustrating all urban/wildland interface areas within the Tracy Urban Management Plan Area.*
- SA 3.1.10: *The Police Department shall provide neighborhood security and crime prevention information and training to neighborhood groups and homeowners' associations and work with the community in establishing Neighborhood Watch programs that promote mutual assistance and crime prevention techniques among residents.*
- SA 3.1.11: *The City shall encourage the use of physical site planning as an effective means of preventing crime. Open spaces, landscaping, parking lots, parks, play areas, and other public spaces shall be designed for maximum exposure to community residents.*
- SA 3.1.12: *Establish mechanisms, such as a service assessment district and impact fees, to assist in funding fire and police operations and facilities, respectively, to enable the City to provide and maintain an adequate level of police equipment and personnel consistent with city growth and development.*
- SA 3.1.13: *Maintain the option to establish and use mechanisms such as service assessment districts and impact fees, to assist in funding fire and police operations and facilities, to enable the City to provide and maintain an adequate level of police and fire services and facilities consistent with City growth and development.*

Policy

- SA 3.2: **Ensure that City emergency response procedures are adequate in the event of natural or man-made disasters.**

Actions

- SA 3.2.1: *Maintain, periodically update, and test the effectiveness of an Emergency Preparedness Plan. As part of the periodic update, the City shall review county and state emergency response plans and procedures to ensure coordination with the City's plan.*
- SA 3.2.2: *Develop and implement public information programs concerning disaster response and emergency preparedness and use of citizen volunteer response personnel.*
- SA 3.2.3: *Identify emergency access routes and ensure that they are kept free of traffic impediments.*
- SA 3.2.4: *Identify alternative water sources for firefighting purposes for use during a disaster.*

- SA 3.2.5: *Critical emergency response facilities such as hospitals, fire, police, emergency service facilities, and utilities shall continue to be sited to minimize their exposure to flooding, seismic effects, fire or explosion.*
- SA 3.2.6: *Develop and maintain a command center for use during times of emergency.*
- SA 3.2.7: *Develop mutual aid agreements and communications links with surrounding jurisdictions for assistance during times of emergency.*
- SA 3.2.8: *The Fire Department shall work with local industries' emergency plans to ensure that each company with 20 or more employees has an emergency plan that is consistent with the City's Emergency Response Plan.*
- SA 3.2.9: *All development within urban/wildland interface areas shall be required to mitigate need for emergency services and equipment.*
- SA 3.2.10: *The City of Tracy Fire Department shall train regularly for urban and wildland firefighting conditions.*
- SA 3.2.11: *The City of Tracy shall develop and maintain a provisional volunteer emergency aid group to be utilized in times of emergency.*

**GOAL
SA 4:** **ELIMINATION OF PUBLIC HAZARDS DUE TO UNREINFORCED
MASONRY STRUCTURES.**

Policy

- SA 4.1:** **Support public programs to lessen potential hazard due to collapse of unreinforced structures.**

Actions

- SA 4.1.1: *Institute an inspection program to identify susceptible buildings.*
- SA 4.1.2: *Utilize redevelopment funds to help reconstruct or replace inadequate structures.*

Chapter Eight
CONSERVATION ELEMENT

Chapter Eight

CONSERVATION ELEMENT

I. INTRODUCTION**A. Purpose**

The Conservation Element establishes goals, policies and actions that relate to the conservation of natural resources. This element addresses the conservation of a wide range of community resources that support the day to day lifestyles of residents, offer economic stability to the community, and enhance the quality of life for the community as a whole. The significance of these resources transcends the immediate community and the issues addressed within this element. While considered within the context of the City of Tracy, these resources are also of regional and statewide significance. Treatment of these issues within this element is limited to conservation aspects. Other elements within this General Plan and related planning and policy documents offer additional direction for resource management. Topics considered within this element are as follows:

- Water Conservation
- Energy Conservation
- Extractive Resources
- Agricultural Preservation
- Cultural Resources

1. Water Conservation

This component of conservation offers guidance for maintaining local water quality and for conserving domestic water supplies. The Public Facilities Element addresses the development of water treatment and delivery infrastructure within the community. This component presents strategies to maximize water conservation within the community through the promotion of conservation oriented practices, requirements for efficient water use within new construction, and the development of innovative water strategies such as the reuse of treated wastewater for landscape and irrigation purposes. Programs for maintaining the quality of local water resources are also presented within this Element.

2. Energy Conservation

Energy conservation programs initiated during historic periods of energy shortages have often received little attention as energy resources have been plentiful in recent years. Now, however, it is recognized that escalating energy use has broad ranging impacts on the environment. This Urban Management Plan seeks to reduce unnecessary energy consumption through intelligent planning of new construction and the provision of alternatives to automobile transportation within the Tracy community.

3. Extractive Resources

Extractive resources such as sand and gravel form an important economic base for Tracy's local economy. Additionally, these resources are of local and regional significance as important building materials necessary for future urban growth. Maintaining these resource operations requires careful planning to avoid conflicts with other land uses. Noise, dust, and heavy vehicle traffic related to mineral extraction are not compatible with urban land uses, and so these areas must remain buffered from urban uses until extraction operations are complete. Urban encroachment might lead to premature closure of such facilities, and so should be avoided.

4. Agricultural Preservation

Agriculture has formed the traditional economic base for communities within the California central valley. Agriculture not only supports local economies, but also carries regional and statewide economic significance and the conversion of agricultural lands must be considered as new development is proposed. Expanding urban growth can have many negative effects on surrounding agricultural practices. Among these are use conflicts between agricultural and urban uses and the tendency for urban land speculation to raise property values and so impact agricultural operations. The Tracy Urban Management Plan seeks to minimize the

premature conversion of agricultural land through the linkage of land use, urban services, finance and market demand.

5. Cultural Resources

Significant cultural resources exist within the City of Tracy and within the Tracy Urban Management Plan area. Such resources within the city limits are of an historic nature and have been the subject of a proposed Historic District in the past. Resources in the outlying portions of the planning area are generally prehistoric in nature and are comprised of remnants of native populations which existed prior to settlement by European cultures. While the historic resources within the community are generally well documented, large portions of the planning area have not been surveyed for prehistoric artifacts. This Urban Management Plan promotes the documentation and preservation of all historic and prehistoric resources within the Tracy Management Plan area.

B. Consistency with State Planning Law

Government Code section 65302 (d) requires that all General Plans include a "..... Conservation Element for the conservation, development and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources." The code goes on to express the importance of water conservation and coordination with local water agencies. The California Public Resources Code also stipulates General Plan requirements in relation to management of mineral resources. The most significant conservation issues identified in state law that relate to the City of Tracy are soils, wildlife, water resources, aggregate resources and flood control. Soils and water resources are addressed in this element. Flood control is addressed in the Safety and Public Facilities elements and the wildlife issues are addressed within the Open Space Element.

II. GOALS POLICIES AND ACTIONS

GOAL	ATTAINMENT AND MAINTENANCE OF AMBIENT SURFACE AND
CO 1:	GROUNDWATER QUALITY STANDARDS.

Intent: This Urban Management Plan seeks to ensure that the City's activities and future growth do not negatively impact surface and groundwater quality. City policies and actions should be consistent with the State Water Resources Control Board's (SWRCB) Inland Surface Water Plan and Non-Point Source Pollution Control Program as well as the Central Valley Regional Water Quality Control Board's Basin Plan. The plans serve to protect surface water and groundwater quality for designated beneficial uses.

Policy

CO 1.1: Manage wastewater disposal to meet applicable receiving water quality standards.

Actions

CO 1.1.1: *Assess the impacts of both the Inland Surface Water Plan and the proposed South Delta Water Management Plan on the City's current disposal of treated wastewater into Old River. Resulting actions that may be required include:*

- *Identification of other discharge locations or disposal options for secondary effluent, such as land application, reclamation or wetlands creation.*
- *Construction of an outfall to the San Joaquin River for the discharge of secondary effluent from existing wastewater treatment plant.*
- *Upgrade of the existing wastewater treatment plant to advanced secondary treatment.*

CO 1.1.2: *Monitor impacts of wastewater reclamation and reuse on basin water quality, as may be required by State discharge permits.*

Policy

CO 1.2: Begin to control discharges of nonpoint source pollution such as urban runoff and construction site runoff to receiving waters and be prepared to respond to upcoming regulatory requirements for stormwater discharge permits.

Actions

CO 1.2.1: *Coordinate with the County for County hillside areas and adopt an erosion control ordinance to require best management practices (BMP's) for new construction within the City. The ordinance should be consistent with the upcoming State and federal general permits for stormwater discharges from construction sites.*

CO 1.2.2: *Initiate a public education program on sources of nonpoint source pollution and proper disposal of oil, automotive fluid and other household hazardous wastes.*

CO 1.2.3: *Continue the City's waste oil and automotive fluid collection and disposal program in cooperation with San Joaquin County and implement a household hazardous waste collection and disposal program.*

CO 1.2.4: *Facilities which will serve new development should be designed and constructed to comply with the new nonpoint source pollution control regulations.*

Policy

CO 1.3: Protect existing groundwater supplies from water quality degradation.

Actions

CO 1.3.1: Continue the current groundwater monitoring program for City wells.

CO 1.3.2: Encourage participation of the County in a basin-wide groundwater management study.

CO 1.3.3: Work with the County to develop an action plan and/or create an agency to manage and protect local and regional groundwater resources, based on the findings of the groundwater management study. The action plan should include requirements and a guide of techniques and facility designs that landowners, developers and public agencies can use to minimize water quality impacts.

CO 1.3.4: Pursue a Joint Powers Agreement with San Joaquin County to implement a hazardous materials management plan to reduce risk of contamination of groundwater from improper land use practices and improper handling and disposal of hazardous materials.

CO 1.3.5: All development projects and other planning area activities shall be reviewed for potential impacts on water quality. Appropriate mitigation measures should be imposed, which may include the following:

- *Grading and erosion control techniques;*
- *Sedimentation ponds;*
- *Gravity filtration, petroleum traps, biological treatment, and other passive treatment techniques;*
- *Passive treatment of urban runoff;*
- *Construction of erosion control facilities and climatic scheduling;*
- *Restricted use of chemicals; and*
- *Hazardous waste management plans.*

GOAL **EFFICIENT USE OF WATER RESOURCES THROUGHOUT THE**
CO 2: **COMMUNITY.**

Intent: Because water is such a limited resource, the City encourages efficient water use by both residential and industrial/commercial customers. The City should use its position as water purveyor to “stretch” water supplies and promote water conservation.

Policy

CO 2.1 Maintain a conservation orientation in the management of the water operations.

Actions

CO 2.1.1: Require all new development to include ultra-low-flow toilets and other low water-use fixtures.

- CO 2.1.2: Provide incentives to residents to replace existing toilets with ultra-low-flow toilets.*
- CO 2.1.3: Encourage developers to contribute to retrofit programs or services as part of subdivision approvals.*
- CO 2.1.4: Consider financial incentives for wastewater recycling systems within buildings, industrial parks, business parks and other new development to reduce potable water demands.*
- CO 2.1.5: The City should continue and expand its existing water conservation program including landscaping with water conserving plants and efficient irrigation techniques.*
- CO 2.1.6: Continue tiered water rate structure that encourages customers to conserve water.*

Policy

- CO 2.2: Promote the feasible use of reclaimed water for irrigation purposes.**

Actions

- CO 2.2.1: Separate water systems for delivery of reclaimed water for irrigation shall be constructed in conjunction with future municipal service extensions throughout the Tracy community where feasible.*
- CO 2.2.2: Provide financial incentives to encourage private facilities to use reclaimed water for landscape irrigation, such as a discounted rate structure for reclaimed water.*
- CO 2.2.3: Work with other public agencies to incorporate dual water systems in existing and future public facilities, schools, city parks, neighborhood parks and business/industrial parks.*

GOAL EFFICIENT USE OF ENERGY RESOURCES THROUGHOUT THE
CO 3: TRACY COMMUNITY.

Intent: To ensure efficient energy usage throughout the community through well planned urban development and adherence to existing Building Codes which require energy efficient construction standards. Careful site planning and consideration of solar exposure, wind and other design issues will reduce heating and air conditioning needs. Provision of bikeways and park facilities throughout the community will reduce automobile traffic and minimize energy and air quality impacts associated with traffic.

Policy

- CO 3.1: Ensure new development is designed for maximum energy efficiency.**

Actions:

- CO 3.1.1: Enforce provisions of the Subdivision Map Act and require subdivision design to address solar access. Maximum efficiency is gained by siting homes on an east-west axis. Active solar design can be provided through structure design.*

CO 3.1.2: The review and approval of development for commercial uses shall explicitly address energy consumption and shall incorporate measures to increase energy efficiency.

CO 3.1.3: Enforce all applicable building codes, including California Administrative Code Title 24 and Uniform Building Codes, pertaining to energy efficiency within all future development projects.

Policy

CO 3.2: Provide park and recreation facilities close to all residents to minimize automobile travel between homes and parks.

Actions

CO 3.2.1: Revise the Subdivision Ordinance to require neighborhood parks.

CO 3.2.2: Continue to apply park facility requirements for all new development.

Policy

CO 3.3: Promote the usage of community bikeways as an alternative means of transportation within the community.

Actions:

CO 3.3.1: Prepare and adopt bikeway specifications that ensure bikeways are attractive, safe, and well maintained to ensure community usage of these facilities.

CO 3.3.2: Promote the use of bikeways through a community information program in conjunction with local schools.

CO 3.3.3: Design and distribute maps of community bikeways through schools, employers, and bike shops.

CO 3.3.4: Develop bikeways to link major activity centers, including downtown, public facilities, commercial centers, schools and parks.

**GOAL
CO 4: PROTECTION OF ECONOMICALLY VIABLE MINERAL AND GRAVEL RESOURCES AND RELATED INDUSTRIES WITHIN THE TRACY URBAN MANAGEMENT PLAN WHILE MINIMIZING THE ENVIRONMENTAL IMPACTS OF THE OPERATIONS.**

Intent: Mineral resource operations should be preserved as long as they are economically viable. Conflicts with other land uses shall be minimized by maintaining buffer areas and avoiding urban development near mineral resources until extraction operations are terminated. Policy guidance regarding management of mineral resource lands is contained within the Land Use Element of this Plan.

Refer to the Land Use Element Goal L.U. 8 for policies and actions

**GOAL
CO 5: PRESERVATION OF AGRICULTURAL LANDS AND PROTECTION
 OF ECONOMIC VIABILITY OF AGRICULTURAL OPERATIONS.**

Intent: Agriculture is a traditional use in the Tracy area. Agriculture can continue commercially as long as areas are not subdivided into smaller parcels as smaller parcels are inefficient and not competitive. Additionally, parcelization leads to further pressure to sell or subdivide. Agricultural uses should be allowed and encouraged to continue - the land use map responds to this through its land use designations. These policies and actions support the spatial arrangement of land use, as well as address the rehabilitative efforts required when agricultural uses are abandoned.

Refer to Land Use Element Goal L.U. 8 for policies and actions.

Policy

CO 5.1: The City shall support the County's efforts to preserve agricultural land.

Actions

CO 5.1.1 The City shall work cooperatively with the County in participating in the Farmland Mapping and Monitoring Program.

CO 5.1.2 Support San Joaquin County policies and zoning actions that maintain agricultural land in viable farming units for those areas not designated for urban uses.

Policy

CO 5.2: Prohibit scattered nonagricultural uses.

Actions

CO 5.2.1: Allow urban development adjacent to existing urban development or within designated Urban Centers.

CO 5.2.2: The City shall discourage General Plan amendments for land use redesignation of agricultural land to non-agricultural/urban land use until (1) all Community Areas have been 75% developed; or (2) areas currently designated for urban uses are redesignated for agricultural use.

CO 5.2.3: Development of community areas will be initiated if financing for infrastructure is feasible and the development is consistent with other General Plan policies.

Policy

CO 5.3: Reduce potential for land use conflicts resulting from agricultural operations.

Actions

CO 5.3.1 Limit land uses allowed near agricultural operations to those not negatively impacted by dust, noise, odors.

- CO 5.3.2 *Limit rural residential and other non-agricultural development to areas designated for such uses.*

GOAL
CO 6: **PRESERVATION OF HISTORIC AND PREHISTORIC CULTURAL RESOURCES WITHIN THE TRACY URBAN MANAGEMENT PLANNING AREA.**

Intent: Historic structures and districts create a sense of character and identity which cannot be replicated in new development. Prehistoric artifacts are important links to the past. This General Plan seeks to preserve such resources for their various social, cultural, and scientific values.

Policy

- CO 6.1:** **Ensure historic structures within the Tracy community are preserved and the historic qualities maintained.**

Actions:

- CO 6.1.1: *Establish a community program utilizing individuals and historic preservation organizations within the community to survey Significant Historic Structures.*
- CO 6.1.2: *Develop a Significant Historic Structures and Sites Map to identify important structures and facilitate their preservation.*
- CO 6.1.3: *Based on the findings of the Significant Historic Structures survey, consider appropriate boundaries for an Historic District and pursue formal recognition of the Historic District.*
- CO 6.1.4: *Promote the restoration of Significant Historic Structures that are identified within the community.*
- CO 6.1.5: *Discourage modifications to Significant Historic Structures that reduce the historic integrity of the structure when reviewing applications for renovation of such structures.*

Policy

- CO 6.2:** **Preserve known archeological resources and seek to identify additional archeological sites within the Tracy Urban Management Planning area.**

Actions:

- CO 6.2.1 *Require archeological surveys for projects planned for or potentially sensitive sites.*
- CO 6.2.2: *If evidence of archeological artifacts are discovered during construction all operations within an area at and adjacent to the discovered site shall halt until a qualified archeologist determines the extent and significance of the site.*

III. SUPPORT INFORMATION

A. Related Elements

Reflecting the broad nature of topics addressed within the Conservation Element, considerable overlap exists between this and other elements within the Tracy Urban Management Plan. The following elements present additional direction for conservation related programs:

- Land Use
- Open Space
- Public Facilities

The Land Use Element offers further guidance on the management of mineral resource operations and the preservation of agricultural resources. The Public Facilities Element offers direction for the City's stormwater management and domestic water service systems. Further, the Open Space Element presents policy guidance for the management and preservation of wildlife resources as Environmentally Sensitive Open Space.

Chapter Nine
OPEN SPACE ELEMENT

Chapter Nine

OPEN SPACE ELEMENT

I. INTRODUCTION**A. Purpose**

The Open Space Element establishes goals, policies and actions that relate to the preservation of open space. Open space areas are identified on the Land Use Plan as several land use categories in addition to open space, including two agriculture designations, and parks and an aggregate designation. There are a multitude of purposes for which open space is preserved and desired. However, for the Tracy Urban Management Plan those purposes have been grouped into five categories:

- Multi-Use Parkways
- Sensitive Environmental Resources
- Parks (addressed in the Public Facilities and the Land Use elements)
- Agriculture/Aggregate (addressed in Land Use and Conservation elements)
- Resource Production Open Space

B. Consistency with State Planning Law

California State law requires that an Open Space Element be prepared as one of the seven mandated elements of a General Plan (CGC 65302(e)). Government Code sections 65560 et. seq., detail the statutory requirements and public interest purposes that govern open space elements. Section 65562 describes the Legislature's intent in establishing the Open Space Element requirement:

"It is the intent of the Legislature in enacting this article to assure that cities and counties recognize that open-space land is a limited valuable resource which must be conserved wherever possible; and to assure that every city and county will prepare and carry out open-space plans which, along with state and regional open-space plans, will accomplish the objectives of a comprehensive open space program."

Government Code section 65560 (b) defines the purposes for which open space should be preserved including the preservation of natural resources, the managed production of resources, outdoor recreation, and public health and safety.

State law also requires that the Open Space Element contain an action program which the legislative body intends to pursue in implementing its Open Space Plan (CGC 65564). The California General Plan Guidelines as prepared by the Office of Planning and Research (OPR) gives examples of action programs that are appropriate for local governments to institute.

II. GOALS, POLICIES AND ACTIONS

**GOAL TO CONSERVE NATURAL RESOURCES THROUGH THE
OS 1: PROTECTION AND ENHANCEMENT OF PERMANENTLY
PRESERVED OPEN SPACE.**

Intent: The interrelationships between local communities and the surrounding natural environment help establish a community as a desirable and healthful place to live. Preserving significant biological features and habitats helps preserve biological diversity, provide passive recreation and educational opportunities and help maintain natural, life-sustaining systems.

Policy

OS 1.1: The City recognizes Old River, Tom Paine Slough, and Paradise Cut as important open space resources for habitat conservation and recreational opportunities.

Actions

- OS 1.1.1: Pursue establishment of a regional open space and parkway system along Old River and the waterways of the northern portion of the Tracy planning area.*
- OS 1.1.2: Pursue cooperative agreements with local, state, and federal agencies having jurisdiction of the area, to assist with the establishment of the Old River open space and parkway system.*
- OS 1.1.3: Prepare a Specific Plan for the Old River Open Space and Parkway system that will:*

- 1. Lead to public ownership of critical areas and allow for private ownership with conservation and access easements as necessary; and*
- 2. Establish programs for the transfer of ownership to the public that include out-right dedication, development agreements or exactions and may include incentives pursuant to state and federal law.*

Policy

- OS 1.2: Minimize the impacts of development on waterways, riparian corridors, and adjacent buffer areas.**

Actions

- OS 1.2.1: The City will review all development proposals for the following impacts and require appropriate mitigation measures and/or conditions of approval:*

- *Water quality;*
- *Wildlife habitat;*
- *Physical and viewshed encroachment;*
- *Erosion potential;*
- *Noise; and*
- *Obstructions.*

- OS 1.2.2: Provide for joint use of seasonally flooded areas and permanent water features for recreation, flood control and wildlife habitat.*

Policy

- OS 1.3: The City will seek opportunities for preservation or establishment of wildlife habitat, in conjunction with other uses and developments within the Tracy Urban Management Plan area.**

Actions

- OS 1.3.1: Prepare and implement a plan, in consultation with state and federal agencies, on the management and enhancement of wildlife habitat in environmentally sensitive open space areas throughout the Tracy Planning Area. This plan*

may take the form of a Habitat Conservation Plan (HCP) as authorized by law under the FESA and CESA.

OS 1.3.2: Obtain federal and/or State incidental take permits, as authorized by law under the FESA and CESA, before allowing development in areas which support threatened or endangered species, or habitat for such species.

OS 1.3.3: Join or coordinate with or initiate the preparation and implementation of current and/or future HCP efforts, as authorized by law under FESA and CESA, for areas which support threatened or endangered species or habitat for such species.

OS 1.3.4: The following shall be considered environmentally sensitive open space areas, as identified on the Open Space Plan.

- *Old River, Tom Paine Slough, and Paradise Cut riparian areas*
- *Corral Hollow riparian corridor*
- *Kit fox grassland habitat*
- *Floodplain*

GOAL OS 2: ESTABLISH A SUBREGIONAL OPEN SPACE AND PARKWAY SYSTEM THAT SERVES BOTH RECREATIONAL AND TRANSPORTATION NEEDS.

Intent: It is the intent of this plan to promote alternative modes of circulation within the planning area. One of these is to develop an extensive trails network through open space that in conjunction with local sidewalks, pathways, and bicycle facilities encourages pedestrian and bicycle circulation in town and establishes linkages for regional transit opportunities.

Policy

OS 2.1 Utilize a Bikeways Master Plan in the review of all development proposals.

Actions

OS 2.1.1: Implement trail improvement standards within the Bikeways Master Plan within all new development projects.

OS 2.1.2: Review all development projects to ensure inclusion and proper location of the required trails.

OS 2.1.3: Work with the County to coordinate regional trail linkages.

OS 2.1.4: Whenever feasible all development projects will be required to improve and dedicate any portion of any trail system proposed within a Bikeways Master Plan that passes through the development project site.

Policy

OS 2.2: Ensure that City's trail and parkway objectives are met by all development.

Actions

- OS 2.2.1: *Individual development projects will be required to provide linkages to the regional trail system and circulation within the development project site whenever feasible.*
- OS 2.2.2: *All Parkways identified on the Open Space Plan shall be planned for multi-use trails whenever feasible.*

GOAL **OPEN SPACE LANDS FOR THE FUTURE EXPANSION OF CITY**
OS 3: **FACILITIES AND AMENITIES.**

Intent: Open space is commonly established for a variety of reasons. In the Tracy planning area a network of Multi-Use Parkways is being established to accommodate near and long-term public facilities and recreational opportunities. The design of individual development projects should recognize the Parkways as community entryways; neighborhood, community center and city boundaries; aesthetic and functional compliments to adjacent development areas; opportunities for wildlife-habitat and stormwater detention; buffers between conflicting land uses and opportunities for pedestrian and bikeway trails consistent with the Tracy Bikeways Master Plan.

Policy

- OS 3.1: **Multi-Use Open Space areas shall be established that provide for a variety of open space uses including:**

- **Managed wildlife habitat;**
- **Stormwater runoff detention;**
- **Community edges and natural amenities;**
- **Agriculture and agricultural research; and**
- **Passive and active recreational activities in natural, semi-natural and agrarian settings.**

Actions

- OS 3.1.1: *In areas targeted for public facility improvements the City shall seek to have adequate areas to incorporate recreational and habitat restoration projects as well as mitigate potential impacts on agriculture.*
- OS 3.1.2: *Prior to the time development projects are approved, public facilities planning shall determine future rights-of-way for Multi-Use Parkways within the project area. Parkway rights-of -way shall include roads, transit, pedestrian and bikeways, public utility easements, drainage facilities, noise attenuation, and landscaping.*
- OS 3.1.3: *Adequate rights-of-way for the Parkway to accommodate future public facilities shall be established and dedicated at the time the initial development phases are approved.*

Policy

OS 3.2: **Parkways should be viewed as a comprehensive system when individual segments are being implemented. Proposed linkages should be maintained within the planning area and ultimately to the surrounding region.**

Actions

OS 3.2.1: *Individual development projects must provide landscaping and improvements consistent with the overall objectives and guidelines for development of the Parkway network.*

OS 3.2.2: *Prepare a master landscape plan for the Multi-Use Parkways that establishes landscape and hardscape themes and concepts that can visually and aesthetically unify the planning area. Include treatments for wildlife habitat areas, urban forests, natural and formal landscaping with a planting palette of native, compatible and climatically-tolerant species.*

III. SUPPORT INFORMATION

A. Related Chapters and Policy Documents

In keeping with the broad nature of open space, additional elements within this General Plan and other City of Tracy policy documents address open space in related ways. Within the General Plan the following elements contain goals and policies related to open space: Air Quality, Noise, Land Use, Conservation, Safety, and Public Facilities and Services. Additionally, open space related goals and policies are contained within five adopted City of Tracy policy documents: the City of Tracy Bikeways Master Plan, the Industrial Areas Specific Plan (ISP), the Park and Parkway Manual, the City of Tracy Residential Areas Specific Plan and the I-205 Corridor Specific Plan.

By nature, this Urban Management Plan is broad in scope and less defined than the more detailed planning documents for Bikeways and Residential Areas. The standards outlined in those documents are referenced within this Open Space Element which is intended to support and provide general policy direction, rather than replace or override these established and specific policy documents.

B. Open Space Types

The categories of open space identified on the Open Space Plan are described below. Open space as a permitted and required land use within other land use designations is further discussed in the Land Use Element. It should be noted that while specific open space areas

on the Open Space Plan are identified as one of the following types, there is considerable overlap of uses within given areas. This overlap between uses is increased by the intent to incorporate multiple uses within given areas wherever feasible and appropriate. A fundamental concept within this Open Space Element is the multiple use of open space areas.

1. Multi-Use Parkways

Multi-Use Parkways - The Multi-Use Parkway designation identifies corridors within and around the City of Tracy. These corridors are located throughout the Urban Management Plan Area and establish a framework for community service extensions which will be required for future urban development. Major arterial roadways will be located within aesthetically pleasing corridors containing open space and managed natural and landscaped areas. Also contained within these corridors will be public utilities and regional bicycle, pedestrian and transit circulation systems. Surface facilities within the Parkways will provide flood protection and enhance the character and appearance of the corridors. Finally, these landscaped corridors will serve to define boundaries of future neighborhoods, employment areas, and Urban Centers. The Open Space Parkways, along with other components of the Tracy open space network, will help to define a unique physical structure and urban form for the community.

2. Environmentally Sensitive Open Space

Historic conversion of the natural landscape throughout the California central valley to agricultural and urban uses has greatly impacted native flora and fauna. This conversion now threatens both individual species and entire biological communities that once dominated the landscape. In response, the most threatened species and habitat types within the state have been identified to promote the preservation of these remnants of the native California landscape. Such remnants within the Tracy Planning Area are considered Environmentally Sensitive Open Space. The nature of these lands varies from riparian vegetation along waterways to hilly oak woodlands southwest of Tracy to grasslands which may support endangered San Joaquin kit fox. Appropriate management for each of these resources varies considerably, and preservation guidelines for each are presented within this element.

3. Parks and Recreation

Recreational opportunities within a community are integral to the overall quality of life for the residents. This type of open space considers those areas which serve the traditional recreational needs of Tracy residents. These needs are met through the provision of parks at a variety of scales, ranging from mini parks of one-half acre through community parks of 40 to 100 acres in size to regional parks. Specific guidance for the development and locations of these facilities is offered within the Residential Areas Specific Plan. In addition to these traditional park spaces, the City of Tracy will develop other recreational

opportunities within open space areas. The City shall incorporate active recreation facilities within detention basin areas. Park planning efforts at the regional scale should be coordinated with San Joaquin County parks programs and utilize regional funding. Parks are also addressed in the Public Facilities and Land Use chapters of this Urban Management Plan.

4. Resource Production Open Space

Two primary types of managed resource production are carried out within the Tracy Planning Area. These are agriculture and related industries and the extraction of sand and gravel resources. The historic and current economic importance of these industries require careful planning to maintain the viability of operations as urban growth increases. Policy direction related to the preservation and management of these resources is provided within the Conservation and Land Use Chapter. Important aggregate production areas are designated on the Open Space Plan within this Open Space Element.

ATTACHMENT A

Attachment A**GLOSSARY OF PLANNING TERMS**

The following glossary of planning terms is based upon the glossary authored by Naphtali Knox of the California Planning Roundtable, however definitions have been modified or added to address the unique conditions of the City of Tracy's General Plan.

**Acres, Adjusted
Gross**

A measure of the total land area reduced by a factor of .87 to subtract out lands lost to surrounding arterials, railroads, utility corridors. The application of a reduction factor of some type is fairly typical in planning large scale areas, and allows more accurate representation of population numbers, etc.

Acres, Gross

A measure of total land area of any lot including future streets, parks and other land dedications. Typically measured to the centerline of streets, easements, utility corridors, canals, etc.

Acres, Net

The gross area of a site excluding:

1. All public streets and any private streets or streets internal to a project area which provide primary and direct access to a public street.
2. Land which has been determined by geotechnical study, prepared pursuant to City guidelines, to be hazardous and unbuildable based on the City's grading ordinance and policies of the Resource Conservation Overlay District.
3. Land within any existing or planned drainage easement.
4. Schools and parks or other facilities dedicated for public use.

**Advanced
Secondary**

See Tertiary Treatment

Treatment

Affordable Housing	Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.
Agency	The governmental entity, department, office, or administrative unit responsible for carrying out regulations.
Agricultural Preserve	Land designated for agriculture or conservation. (See "Williamson Act").
Agriculture	Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.
Ambient	Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.
Aquifer	An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.
Archaeological	Relating to the material remains of past human life, culture, or activities.
Arterial	A major street carrying volumes of relatively high speed traffic from local and collector streets to and from freeways and other major streets. These streets have controlled intersections and generally provide limited direct access to abutting properties.
Bicycle Lane (Class II facility)	A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.
Bicycle Path (Class I facility)	A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.
Bicycle Route (Class III facility)	A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.
Bikeways	A term that encompasses bicycle lanes, bicycle paths and bicycle routes.

Buffer Zone	An area of land separating two distinct land uses which acts to soften or mitigate the effects of one land use on the other.
California Environmental Quality Act (CEQA)	A State law requiring State and local agencies to review activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.
Caltrans	California Department of Transportation.
Central Business District	Central business districts are defined as those areas designated in the General Plan for high density commercial and residential uses. They consist of either the downtown area of a major city or a large business park. These areas are characterized by large concentrations of jobs and consist of clusters of buildings.
Circulation Element	One of seven State-mandated elements of a local general plan, it contains adopted goals, policies, and implementation programs for the planning and management of existing and proposed thoroughfares, transportation routes, and terminals, as well as local public utilities and facilities, all correlated with the land use element of the general plan.
Civic Center	The geographic area within a City where civic and governmental functions and facilities are located.
Collector	A street serving traffic movements between arterial and local streets, generally providing direct access to abutting properties.
Community Areas	A boundary drawn around a collection of land uses as presented on the Land Use Diagram that allows comprehensive planning for that particular Community Area.
Community Development Block Grant (CDBG)	A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Noise Equivalent Level (CNEL)	A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7:00 p.m. to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 a.m.) periods, respectively, to allow for the greater sensitivity to noise during these hours.
Community Park	A park or facility developed primarily to meet the requirements of a large portion of the City. The location serves an area within a three mile radius. The size is generally from six to sixty acres.
Community Redevelopment Agency	A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, re-planning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community general plans.
Compatible	Capable of existing together without conflict or ill effects.
Condominium	A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.
Congestion Management Plan (CMP)	A mechanism employing growth management techniques, including traffic level of service requirements, development mitigation programs, transportation systems management, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 471, effective June 5, 1990, if Gann Limit changes are approved by the voters, requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.
Conservation Element	One of the seven State-mandated elements of a local general plan, it contains adopted goals, policies, and implementation programs for the conservation, development, and use of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources.
Consistent	Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Covenants, Conditions, and Restrictions (CC&Rs)	A term used to describe restrictive limitations which may be placed on property and its use, and which usually are made a condition of holding title or lease.
dB	Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.
dBA	The “A-weighted” scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.
Dedication	The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.
Density	The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per net developable acre.
Density, Average	Average densities are the densities used in calculations for technical studies. It should be understood the densities will vary within the range allowed, averages simply establish a reasonable base for large planning areas on a gross basis for infrastructure planning.
Density Transfer	A way of retaining open space by concentrating densities, usually in compact areas adjacent to existing urbanization and utilities, while leaving unchanged historic, sensitive, or hazardous areas. In some jurisdictions, for example, developers can buy development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.
Developable Acres, Net	The portion of a site which can be used for density calculations. Some communities calculate density based on gross acreage. Public or private road rights-of-way are not included in the net developable acreage of a site.
Development Rights, Transfer of (TDR)	Also known as “Transfer of Development Credits,” a program which can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” site) to

	another ("receiver") site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts.
Duet half-plex or townhome	A detached building under multiple ownership designed for occupation as the residence of two families living independently of each other, with each family living area defined by separate fee title ownership.
Duplex	A detached building under <u>single ownership</u> which is designed for occupation as the residence of two families living independently of each other.
Dwelling Unit (DU)	One or more rooms with a single kitchen, designed for occupancy by one family for living and sleeping purposes.
Easement, Conservation	A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)
Ecology	The interrelationship of living things to one another and their environment; the study of such interrelationships.
Ecosystem	An interacting system formed by a biotic community and its physical environment.
Eminent Domain	The right of a public entity to acquire private property for public use by condemnation, and the payment of just compensation.
Endangered Species	A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.
Environmental Impact Report (EIR)	A report that assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.
Environmental Impact Statement (EIS)	Under the National Environmental Policy Act of 1974, a statement on the effect of development proposals and other major actions which significantly affect the environment.

Farmers Home Administration (FmHA)	A federal agency providing loans and grants for improvement projects and low-income housing in rural areas.
Fault	A fracture in the earth's crust forming a boundary between rock masses that have shifted.
Flood, 100-Year	The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.
Flood Insurance Rate Map (FIRM)	For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.
Flood Plain	The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the flood plain subject to a one percent chance of flooding in any given year is designated as an area of special flood hazard by the Federal Insurance Administration.
Floor Area Ratio (FAR)	The net floor area of a building or buildings on a lot divided by the lot area or site area. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft.
Freeway	A high-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Freeways generally are used for long trips between major land use generators. At Level of Service "E," they carry approximately 1,875 vehicles per lane per hour, in both directions. Major streets cross at a different grade level.
Freeway Corridor	The freeway and any parallel roadways that carry traffic in conjunction with the freeway.
Gateway	A point along a roadway entering the city at which a motorist gains a sense of having left the environs and of having entered the city.

General Plan	A compendium of a city's or a county's policies regarding its long-term physical, social, and economic development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council. The General Plan may also be called a "City Plan," "Comprehensive Plan," or "Master Plan."
Goal	A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.
Groundwater	Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.
Groundwater Recharge	The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks which provide underground storage ("aquifers").
Growth Management	The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvement programs, public facilities ordinances, urban limit lines, standards for levels of service, and other programs.
Hazardous Material	Any material that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.
High Occupancy Vehicle (HOV)	Any vehicle other than a driver-only automobile (e.g., a vanpool, a bus, or two or more persons to a car).
Highway	High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Highways may cross at a different grade level.
Historic; Historical	An historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Preservation	The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the building(s) to a former condition.
Household	All those persons, related or unrelated, who occupy a single housing unit.
Housing and Community Development Department of the State of California (HCD)	The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.
Housing Element	One of the seven State-mandated elements of a local general plan, it assesses the existing and projected housing needs of all economic segments of the community, identifies potential sites adequate to provide the amount and kind of housing needed, and contains adopted goals, policies, and implementation programs for the preservation, improvement, and development of housing. Under state law, Housing Elements must be updated every five years.
Housing and Urban Development, U.S. Department of (HUD)	A cabinet-level department of the federal government which administers housing and community development programs.
Housing Unit	The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit," "Family," and "Household.")
Impact	The effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.
Impact Fee	A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for

otherwise-unmitigated impacts the project will produce. California Government Code Section 54990 specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Implementation	Actions, procedures, programs, or techniques that carry out policies.
Improvement	The addition of one or more structures or utilities on a vacant parcel of land.
Industrial	The manufacture, production, and processing of consumer goods. Industrial is often divided into "heavy industrial" uses, such as construction yards, quarrying, and factories; and "light industrial" uses, such as research and development and less intensive warehousing and manufacturing.
Infrastructure	Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.
Issues	Important unsettled community matters or problems that are identified in a community's general plan and dealt with by the plan's goals, objectives, policies, plan proposals, and implementation programs.
Land Banking	The purchase of land by a local government for use or resale at a later date. "Banked lands" have been used for development of low- and moderate-income housing, expansion of parks, and development of industrial and commercial centers. Federal rail-banking law allows railroads to bank unused rail corridors for future rail use while allowing interim use as trails.
Landscaping	Planting, including trees, shrubs, and ground covers, suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.
Land Use	The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.
Land Use Element	A required element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the

distribution and intensity of development and the location of public facilities and open space.

Ldn	Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.
Leq	The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The Leq is a “dosage” type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.
Level of Service (LOS)	A qualitative measure describing operational conditions within a traffic stream, as perceived by motorists. The conditions are generally described in terms of factors such as speed, delay, freedom to maneuver, comfort, convenience, and safety. Six levels of service are defined with letter designations from A to F with A representing the optimal condition and F representing the worst.
Level of Service A	Represents free flowing traffic, with little or no limitation on vehicle movement or speed with most vehicles arriving at a signal during the green phase.
Level of Service B	Describes a stable flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.
Level of Service C	Denotes a reasonably stable flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches. The number of vehicles stopping at an intersection is significant, although many still pass through an intersection without stopping.
Level of Service D	Represents high-density, but stable flow of traffic, speed and freedom to maneuver are restricted. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks. Congestion becomes more noticeable with many vehicles required to stop.
Level of Service E	Operating conditions at or near the capacity level. Traffic is characterized by slow movement, frequent stoppages, and operations in an unstable flow of traffic. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections. The high delay values are considered the limit of acceptable delay.

Level of Service F	Describes unsatisfactory stop-and-go traffic operations which define forced breakdown in flow conditions. Vehicles at signalized intersections usually have to wait through one or more signal changes, and “upstream” intersections may be blocked by the long queues. The high delay levels are considered unacceptable to most drivers, with traffic flow rates exceeding the capacity of the intersection.
Light (duty) Rail Transit (LRT)	Street cars, or “trolley cars” that typically operate entirely or substantially in mixed traffic and in non-exclusive, at-grade rights-of-way. Passengers typically board vehicles from the street level (as opposed to a platform that is level with the train) and the driver may collect fares. Vehicles are each electrically self-propelled and usually operate in one or two-car trains.
Liquefaction	The transformation of loose water-saturated granular materials (such as sand or silt) from a solid into a liquid state. A type of ground failure that can occur during an earthquake.
Local Agency Formation Commission (LAFCo)	A five-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county’s LAFCo is empowered to approve, disapprove, or conditionally approve such proposals. The five LAFCo members generally include two county supervisors, two city council members, and one member representing the general public.
Local Street	A street which primarily serves as access to abutting properties characterized by traffic with low speeds, low volumes and relatively short trip lengths.
Low-income Household	A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.
Mini Park	A park to provide open play areas in subdivisions where immediate access to the neighborhood parks is limited. It also serves as a visual amenity that functions as a focal point or identifying features for the neighborhood.
Mixed-use	Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a

	single site in an integrated development project with significant functional interrelationships and a coherent physical design.
Moderate-income Household	A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.
National Ambient Air Quality Standards	The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.
National Flood Insurance Program	A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.
National Register of Historic Places	The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.
Neighborhood Park	A park or playground developed primarily to serve the recreation needs of a small portion of the City. The location serves the area within one half mile radius of the park. The park improvements are usually oriented toward the recreation needs of children. The site is generally from two to ten acres depending on the nature of the service area.
Neighborhood Unit	According to one widely-accepted concept of planning, the neighborhood unit should be the basic building block of the city. It is based on the elementary school, with other community facilities located at its center and arterial streets at its perimeter. The distance from the school to the perimeter should be a comfortable walking distance for a school-age child; there would be no through traffic uses. Limited industrial or commercial would occur on the perimeter where arterials intersect. This was the model for American suburban development after World War II.
Noise	Any sound which is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is "unwanted sound."
Noise Attenuation	Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour	A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 Ldn contour (measured in dBA) require noise attenuation in residential development.
Noise Element	One of the seven State-mandated elements of a local general plan, it assesses noise levels of highways and freeways, local arterials, railroads, airports, local industrial plants, and other ground stationary sources, and adopts goals, policies, and implementation programs to reduce the community's exposure to noise.
Non-conforming Use	A use of a structure of land that was lawfully established and maintained, but which does not conform with the use regulations or required conditions for the district in which it is located by reason of adoption or amendment of this Title or by reason of annexation of territory to the city.
Open Space Element	One of the seven State-mandated elements of a local general plan, it contains an inventory of privately and publicly owned open-space lands, and adopted goals, policies, and implementation programs for the preservation, protection, and management of open space lands.
Overlay	A land use designation on the Land Use Map, or a zoning designation on a zoning map, which modifies the basic underlying designation in some specific manner.
Parcel	A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.
Parks	Open space lands whose primary purpose is recreation.
Parkway	A system of landscaped easements along arterials, collectors to tie the community together. They are intended to provide pleasing, shaded environments that provide recreation and practical travel for pedestrians, bicycles and automobiles.
Performance Standards	Zoning regulations that permit uses based on a particular set of standards of operation rather than on particular type of use. Performance standards provide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.
Planned Development (PD)	This classification requires that a specific development plan be prepared for a large area prior to any land use approvals by the City. The plan

would be required to present land use concepts and road systems. It would not qualify as a Specific Plan, which is regulated by State Law, nor would it be an actual subdivision map. Instead it would allow for a consolidated overall project and environmental review.

Planned Unit Development (PUD)	A description of a proposed development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and arrangement of all proposed uses and improvements to be included in the development.
Planning and Research, Office of (OPR)	A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.
Planning Area	The Planning Area is the land area addressed by the General Plan. Tracy's Planning Area boundary extends beyond the Sphere of Influence encompassing land both within the City Limits and land that is considered to have an impact on the City.
Policy	A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program").
Program	An action, activity, or strategy carried out in response to adopted policy to achieve a specific objective. Policies and programs establish the "who," "how" and "when" for carrying out the "what" and "where" of goals and objectives.
Public and Quasi-public Facilities	Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.
Ranchette	A single dwelling unit occupied by a non-farming household on a parcel of 5 to 20 acres which has been subdivided from agricultural land.
Rare or Endangered Species	A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.
Regional	Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regional Park	A park which has been developed with a wide range of improvements usually not found in local community or neighborhood facilities to meet the needs of the entire City population. The location serves an area within a thirty-minute driving time radius and the size is generally larger than 75 acres.
Residential	Land designated in the General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved.
Residential, Multiple Family	Usually three or more dwelling units on a single site, which may be in the same or separate buildings.
Residential, Single-Family	A single dwelling unit on a building site.
Right-of-way	The strip of land over which certain transportation and public use facilities are built, such as roadways, railroads, and utility lines.
Riparian Lands	Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.
Rural	Rural areas are defined as generally those parts of the jurisdiction which have been designated in the General Plan for agricultural or open space uses and which are characterized by medium to very large parcel sizes (10 acres to several thousand acres). These areas have very low population densities, usually no more than 1 person per acre or 500 people per square mile.
Second Unit	A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat".
Seismic	Caused by or subject to earthquakes or earth vibrations.
Setback Line	A line within a lot parallel to a corresponding lot line, which is the boundary of any specified front, side, corner side or rear yard, or the boundary of any public right-of-way whether acquired in fee, easement or otherwise, or in a line otherwise established to govern the location of buildings, structures or uses. Where no minimum front, side, corner side or rear yards are specified, the setback line shall be continuous with the corresponding lot line. The line is a horizontal distance measured from the respective property line.

Shopping Center	A group of commercial establishments, planned, developed, owned, or managed as a unit, with off-street parking provided on the site.
Sign	Any representation (written or pictorial) used to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or manmade landscape.
Significant Effect	A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.
Single-family Dwelling, Attached	A building containing two dwelling units with each unit having its own foundation on grade.
Single-family Dwelling, Detached	A building containing one dwelling unit on one lot.
Site	A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street.
Slope	Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.
Specific Plan	A specific plan is a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).
Special Study Area	An area or parcel designated for special consideration and regulation due to some unique constraints or factors.
Sphere of Influence	The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.
Structure	Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision	The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. Subdivision includes a condominium project as defined in Section 1350 of the California Civil Code.
Subdivision Map Act	Division 2 (Sections 66410 et seq) of the California Government code, This act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps.
Tertiary Treatment	Secondary (biological) with oxidation, chemical coagulation, clarification, filtration, disinfection (as defined by California Department of Health Services) - also known as Advanced Secondary.
Town House	A two story attached residential unit.
Topography	Configuration of a surface, including its relief and the position of natural and man-made features.
Traffic Model	A mathematical representation of traffic movement within an area or region based on observed relationships between the kind and intensity of development in specific areas. Many traffic models operate on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")
Transit, Public	A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."
Transportation Demand Management (TDM)	A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).
Transportation Systems Management (TSM)	A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame, such as computerized traffic signals, metered freeway ramps, and one-way streets.

Uniform Building Code (UBC)	A national, standard building code which sets forth minimum standards for construction.
Uniform Housing Code (UHC)	State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provides for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).
Urban	Urban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan primarily for multiple family housing, with smaller areas designated for high density single family homes; low to moderate density commercial/industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single family homes on relatively small lots. Many commercial strips along major arterial roads are considered urban areas.
Urban Centers	Urban Centers are designated on the Land Use Plan and discussed in the Land Use Element. They are intended to be areas of higher density use, the urban or village "core" for surrounding residential or business bank uses.
Urban Limit Line	A boundary, sometimes parcel-specific, located to mark the outer limit beyond which urban development will not be allowed. It has the aim of discouraging urban sprawl by containing urban development during a specified period, and its location may be modified over time.
Urban Services	Utilities (such as water, gas, electricity, and sewer) and public services (such as police, fire, schools, parks, and recreation) provided to an urbanized or urbanizing area.
Use Permit	The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.
Utility Corridors	Rights-of-way or easements for utility lines on either publicly or privately owned property.
Variance	A departure from any provision of the zoning requirements for a specific parcel, except use, without changing the zoning ordinance or the underlying zoning of the parcel. A variance usually is granted only upon demonstration of hardship based on the peculiarity of the property in relation to other properties in the same zoning district.

Very Low-income Household	A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.
Viewshed	The area within view from a defined observation point.
Wastewater Irrigation	The process by which wastewater that has undergone appropriate treatment is used to irrigate land.
Wetlands	Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water.
	A general term for factory outlet or large-scale volume discount retailers.
Wholesale Commercial	Examples might be Home Depot, WalMart or other "off" price businesses.
Williamson Act	Known formally as the California Land Conservation Act of 1965, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. The program entails a ten-year contract between the city and an owner of land whereby the land is taxed on the basis of its agricultural use rather than the market value. The land becomes subject to certain enforceable restrictions, and certain conditions need to be met prior to approval of an agreement.
Zero Lot Line	A detached single family unit distinguished by the location of one exterior wall on a side property line.
Zoning	The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.
Zoning, Inclusionary	Regulations which increase housing choice by providing the opportunity to construct more diverse and economical housing to meet the needs of low- and moderate-income families. Often such regulations require a minimum percentage of housing for low- and moderate-income households in new housing developments and in conversions of apartments to condominiums.

U.C. BERKELEY LIBRARIES



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